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ABSTRACT

Designed as a comprehensive reference manual for all California trustees, commissioners, regional council members, and system advisory board members interested in learning and understanding their professional public library roles, this manual provides a pro-active approach to library leadership. Following an introduction to and an overview of California library boards and libraries, individual chapters cover: (1) statutory authority; (2) library funding; (3) legal duties, liabilities, and rights; (4) effective board organization; (5) systematic planning process; (6) policy setting and budget-making; (7) public/community relations; (8) working relationships; (9) library advocacy; (10) special challenges; and (11) helpful organizations. Related material is provided in 26 appendices. A 59-item bibliography and a listing of 24 recommended readings are also included. (KM)

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TRUSTEE
TOOL KIT FOR
LIBRARY
LEADERSHIP

1985 CALTAC TOOL KIT COMMITTEE
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CALTAC CALIFORNIA ASSOCIATION OF LIBRARY TRUSTEES AND COMMISSIONERS

THE CALIFORNIA STATE LIBRARY
Gary E. Strong, State Librarian
SACRAMENTO, 1987

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California Association of Library Trustees and Commissioners

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FOREWORD

Library leadership in California is the message presented in this new publication, Trustee Tool Kit For Library Leadership. The 1985 CALTAC Tool Kit Committee, acting upon suggestions for updating and improving the original 1981 edition, immediately took up the theme of library leadership as an underlying philosophy of this new work. Betty Bay, in writing the text, has woven the thread of positive and constructive leadership throughout the book.

The pro-active approach described here will indeed give the trustee the philosophy and the tools to meet ever greater challenges facing public libraries today. These challenges are not only financial; there are also challenges relating to censorship and intellectual freedom, reaching to the very roots of a free society.

In an increasingly complex world, the library trustee must not only be informed about library issues, but take an active role, whether advisory or administrative, in improving free access to information through the public library.

It is my hope that every library director and every library trustee will make use of the Trustee Tool Kit For Library Leadership. A good way for trustees and library directors to become familiar with the material in this book would be to set aside a few minutes at each board meeting to review and discuss a chapter or a portion of the book. The material could then be discussed mutually in relation to the individual library's program. While administrative and advisory boards may vary in degree of authority, the review and analysis of the library programs and services are essentially the same for both types of boards.

The publication of this book is truly a joint effort between the California Association of Trustees and Commissioners and the California State Library. The 1985 CALTAC Tool Kit Committee spent many hours in working sessions at the Huntington Beach Public Library. State Library commitment included consultant advice to the committee and many hours of support staff time from the Library Development Services office in entering the text into a word processor. I wish to thank all those who worked on this publication.

Gary E Strong

Gary E. Strong
California State Librarian

INTRODUCTION

Five years ago, California trustees, commissioners, and advisory board members received the first statewide publication especially written for them and their library positions, The Public Library Trustees Tool-Kit-Orientation Guidelines. This first trusteeship guide was written by a trustee writers' team and M. Virginia Hughes of the State Library.

Certainly, we are all indebted to them and to all the trustees, library boards, and librarians who, since that first publication, have evaluated, reviewed, critiqued, and then forwarded their suggestions for revisions and new materials.

Our libraries, our communities, and our trustees have been changing most significantly in these ensuing five years. Concerns about drastically changing funding patterns, the total library financing responsibility, automation, literacy, planning, public relations, and networking have become more prevalent. Both the State Library Steering Committee in their publication, California Libraries in the 1980s: Strategies for Service, and the California Association of Library Trustees and Commissioners - Workshops in Library Leadership (CALTAC-WILL) have addressed these concerns along with many other topics in the first half of the 1980's decade.

Thus, since these changes, transitions, education and training, participation, and progress have consumed much time and energy for all trustees, 1985 appeared a most appropriate time for addressing an update or new edition of the original tool-kit. With all the input and research of the past five years available, the 1985 CALTAC Tool Kit Committee undertook this monumental task with the assistance and support of the California State Library.

The format for the new edition has changes too. Many areas have been expanded and added. Directory information with names, phone numbers, etc. that change on an annual basis, have been removed and are available in two other State Library publications which trustees will find to be helpful companion books to this Trustee Tool Kit for Library Leadership. They are: The California Library Directory an The California Library Trustees Directory, both of which are published annually and sent to all public libraries.

The publication name and direction are different in this edition also. The Trustee Tool Kit for Library Leadership is not directed toward new trustees only, although, hopefully, they will find it invaluable as they acclimate to their new positions. The Trustee Tool Kit For Library Leadership is a comprehensive reference manual for all California trustees, commissioners, regional council members, and system advisory board members interested in learning and understanding their professional public library roles.

Although it would be useful to read this entire manual, it will not be necessary to peruse and digest it first from cover to cover. It is written so that one can scan the detailed table of contents for specific information and reference different sections from time to time as needed.

Library trustees, commissioners, regional council members, and system advisory board members have tremendous responsibilities in directing, guiding, supporting, advising, planning, nurturing, publicizing, and funding our public libraries for all our California residents. These concerns are discussed in this book. Besides being discussed, though, this manual provides information, ideas, examples, and suggestions to assist the readers to better assume and participate professionally as volunteer advisors and/or directors of their public libraries and help library boards to operate more effectively and efficiently.

Our most capable, highly qualified, professional, and dedicated editor, committee chair, and writer, Betty Bay, has given an enormous amount of her time, expertise, and energy to the fruition of this project in spite of many personal, overwhelming crises. We are all indebted to her and salute her commitment, leadership, patience, and perseverance throughout the many months of meeting, planning, researching, writing, and editing.

As the 1985 CALTAC President, I am bursting with thanks and enthusiasm, for the task undertaken and achieved by Betty Bay and her committee: Bea Chute, Nancy Zeleznikar, Shirley Stearns, Jane Meske, and yours truly. Each represented different perspectives of CALTAC membership and trusteeship in California and have given much of their time and talent to this project. Also much gratitude goes to John D. Amend, State Library Consultant, Gary E. Strong, State Librarian, and the 1985 CALTAC Board of Directors who together provided technical, financial, philosophical, and moral support throughout.

Enjoy this Trustee Tool Kit For Library Leadership and enjoy your library position!

'Lyn Stevenson

Marilyn E. Stevenson
CALTAC President
November, 1985

ACKNOWLEDGEMENTS

Many individuals, organizations and institutions have shared in producing this book and deserve grateful acknowledgement from the CALTAC Tool Kit Committee for their valuable and varied contributions:

--1985 CALTAC President Marilyn E. Stevenson and the 1985 CALTAC Board of Directors who turned the vision of this updated and expanded CALTAC Tool Kit For Library Leadership, into the reality of a working committee and who provided support and assistance in every way possible. Four members of the 1985 CALTAC Board of Directors also have served on the Tool Kit Committee--Bea Chute, Shirley Stearns, Marilyn E. Stevenson, and Nancy Zeleznikar;

--1986 CALTAC President Dorothy Bertucci and the 1986 CALTAC Board of Directors who gave the 1985 Tool Kit Committee understanding and working support to complete the extensive project in 1986;

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--Those who provided research assistance, input ideas, read draft copies, provided committee meeting rooms, made copies and mailings and who helped in many ways: Margaret Brownley, Chair, Serra Cooperative Library System Advisory Board; Huntington Beach Public Library Director Walter Johnson (now retired), present Huntington Beach Library Director Ron Hayden, administration and staff; Palos Verdes Library Director Dorothy Uebele; Arcadia Public Library Director Jim Domney; Chula Vista Public Library Director Rosemary Lane and staff, especially Mary Mancini, Eric Ray, Paula Brown, Peggy King, Maureen Shannon, Donna Golden, JoAnn Howard; Carlsbad City Library Director Clifford E. Lang and especially Caroline Schindler; San Diego County Librarian Catherine E. Lucas and Nin Roberts of her staff; San Diego City Public Library; Mountain View Public Library; Chula Vista City Clerk Jennie Fulasaz; Michael Bay, Jr., and Mildred Boynton.

--The members of the California Association of Library Trustees and Commissioners who inspired the initial CALTAC Tool Kit Orientation Guidelines in 1981 to help library trustees, plus CALTAC members who have since contributed ideas for this updated version and who have encouraged this publication in the spirit of dedicated library trustees;

--Those producers of Library Trustee Reference Manuals from a number of other states whose excellent publications served as inspiration and helpful guides in the production of this book, especially Wisconsin and Iowa.

--The 1981 CALTAC Writers Team who had the difficult, first-ever "ground-breaking" task of producing the excellent and well-used first version, Tool Kit Orientation Guidelines...the CALTAC Writers Team of William Fark, Alice Dalbey, Jane Ford;

And especially M. Virginia Hughes, coordinator of that first landmark publication who did so much then and who has been an enthusiastic, working contact with this 1985 Committee.

In behalf of CALTAC and the Tool Kit Committee: Again a sincere Thank You!

Betty Bay

Betty Bay
Editor/Chair

OVERVIEW: CALIFORNIA LIBRARY BOARDS AND LIBRARIES

A brief overview of California library boards and libraries is a logical preface in order to provide helpful background for the contents of this publication.

Currently there are 169 public library jurisdictions in California: 43 county, 106 city, 8 combined city-county, and 12 special districts. Records at the California State Library show that 75 percent of these public libraries operate with library boards: 127 libraries out of 169. (Since some libraries work with several regional or separate city or county advisory boards, the total number of public library boards actually is 151.) Of these library boards, 56 percent are advisory and 44 percent are administrative in function; a total of 71 advisory and 56 administrative. (See charts in Chapter XIII--Appendices.)

A total of 948 dedicated and public-service-minded citizens serve without pay as members of these public library boards, commissions or councils throughout the state.

Another 164 serve without pay as members of system advisory boards which function in connection with the 15 area cooperative public library systems established by the California Library Services Act of 1977. These systems are not libraries per se, but are neighboring-library linkage systems which permit expanded library service beyond the ability of any one library to provide. These 15 systems include almost all of the state's public libraries.

The 169 public libraries over the state are complex; literally, they are information supermarkets. They have 2,945 public service outlets, including 163 main libraries, 587 branch libraries, 340 library stations, and 80 bookmobiles serving 1855 library stops.

As underscored in California Libraries in the 1980s: Strategies for Service, "sheer numbers mask the variety found in California libraries. The largest public libraries are found in Los Angeles County--the Los Angeles City Public Library and the Los Angeles County Library. Each serves more than 2.5 million people. California's two smallest public libraries are also found in Los Angeles County--the Irwindale Public Library and the Vernon Public Library, which serve fewer than 1,000 people each. Between these two extremes there are nine public libraries each of which serves over a half million people, and 20 public libraries serving populations that number less than 12,500 people each."

Within the state, there also are 175 academic libraries, 913 special libraries including 59 operated by the federal government, 93 state agency libraries, 58 county law libraries, hundreds of school libraries, plus the State Library which works with all libraries to coordinate service and to extend the sharing of resources. These libraries will not be discussed in detail in this publication because it is directed to trustees serving local public libraries over the state and to system advisory board members.

To plan for public libraries which adequately serve not only present but future community and individual needs of California's diverse 25 million people is a formidable responsibility.

As Dr. Daniel Boorstein, Librarian of Congress, told the White House Conference on Libraries in 1979: "What any free country needs is a knowledgeable citizenry...Each of us must acquire knowledge for himself. Knowledge comes from the free mind foraging in the rich pastures of the whole 'everywhere' past. It comes from finding order and meaning in the whole human experience. The autonomous reader amusing and knowledging himself is the be all and the end all of our libraries."

People from throughout the state who came forward to voice their commitment to excellence in library service and to make recommendations for California Libraries in the 1980s: Strategies for Service pointed out: "People turn to libraries for many reasons--to find answers to specific questions, to explore new ideas, and to find out how to do something, or simply to enjoy themselves. Not everyone who comes inside the library doors necessarily wants a book. Occasionally, someone wants help in finding out about community services. Just as people come to libraries for a host of reasons, the people themselves are diverse and their needs many."

California libraries serve people who live in large cities, small towns, sprawling suburban areas, and thinly populated rural areas, many of which are isolated. Libraries serve young children not yet old enough for school who are discovering for the first time ever the wonder of words and the joy of books. Libraries serve school children, high school and college students, working men and women, the retired, senior citizens, the handicapped, and the homebound or institutionalized. Libraries serve people of all economic levels and all educational levels. Libraries serve government officials and their staff members. Libraries serve small business firms and large corporations. California libraries serve people who speak any number of languages. Libraries serve people who have a dynamic mixture of cultures and ideas.

Yet, there is agreement today with an article published in the Herald newspaper in the small pioneer village of Old San Diego in 1854: A library..."together with the organization of a common school, places us within the pale of civilization and cannot be dispensed with in this age of improvement."

CHAPTER I

STATUTORY AUTHORITY

I. STATUTORY AUTHORITY

State and local laws created California library boards to represent the people; to see that their communities are served with quality and community-relevant service; and to provide vital, formal, citizen-user guidance to local government and library staff in planning, management, and evaluation functions. Library board members are public officials with legal responsibilities.

Library boards in California cannot be stereotyped. Some California boards are legally different from other California library boards. Their structures are different. Their functions are different. Even the titles of the boards and the titles of their members are different.

To operate effectively, each library board must understand thoroughly its own particular legal base of operation. Librarians, library volunteers, Friends of the Library, and all other community leaders need to understand their library board's exact legal mandate in order that all may work most effectively together. Basis for this understanding is knowledge beyond any doubt of each library board's statutory authority.

DEFINITION OF LIBRARY TRUSTEE

Library boards have a wide variety of names in California: library boards of trustees, library commissions, regional councils, library advisory committees, civic improvement commissions, library and culture commissions, and system advisory boards. In this publication the word trustee hereafter will be used to refer to all trustees, commissioners, and council members of public libraries, and system advisory board members of cooperative library systems. Library board hereafter will be used to refer to all public library boards, commissions, councils, or committees.

The dictionary meanings for the words trustee and commissioner are very similar. A trustee is a person legally invested with property rights in the interests of others, while a commissioner is an official with prime responsibility, especially of public service. In The Library Trustee: A Practical Guidebook, Virginia G. Young, the editor for the American Library Trustee Association of the American Library Association, stresses that "trusteeship by definition is the agency or a person (or persons) designated to act as governor or protector over property belonging to another. Since a public library belongs to its entire community, library boards have been created by law to act as citizen control or governing body of the library. Library trustees accordingly are public officials and servants of the public, and the powers delegated to library boards are a public trust."

The term professional trustee is appropriate in the judgement of Alice B. Ihrig, 1970 President of the American Library Trustee Association. She defines a professional trustee "simply as someone who is part of the profession of providing library service to people."

The significance is that library board members are critically important, no matter by what slightly different titles they officially are known. As Marilyn E. Stevenson, California Association of Library Trustees and Commissioners 1985 President, has stressed: "Library board members are named to a very significant role in the security, the preservation, the growth, and the usefulness of California's libraries--specifically the public libraries in our communities."

STATUTORY FUNCTIONS DIFFER AMONG LIBRARY BOARDS

In California, more so than in other states, library boards in different communities may differ in several important ways. The crucial difference is in each board's statutory function as mandated by the specific law or ordinance which established each board. This has resulted in differences in authority and responsibilities for library boards in neighboring communities, as well as differences in authority and responsibilities for even the two or more library boards which serve the same library.

For example, the San Francisco Public Library Board has a different function than does the neighboring Oakland Public Library Board. The County of Los Angeles Public Library Council has a different function than the City of Los Angeles Public Library Board.

It also must be stressed that library boards and head librarians need to know and to understand clearly what their separate mandates are, as established by law, in order to avoid any possible misunderstandings and to operate effectively. For instance, the relationships between trustees and librarians should never be adversarial, and they won't be if each has defined roles which the other knows and understands. A simple illustration of this is the library board which hires a head librarian who, in turn, hires, fires, and manages the staff. Each understands his or her respective role and does not interfere with the other.

If a question arises as to who is responsible for what, the legal officer of the jurisdiction, such as the city attorney, should be consulted for a legal interpretation of the law or city ordinance setting out functions. Or a specific function policy may need to be written and approved for future clarification.

For that essential certain knowledge of a library board's statutory functions, it is strongly advisable for each library board to have in each trustee's manual a copy of the specific law which enumerates its exact functions. This can be supplied by the head librarian, city or county clerk, city or county attorney, special district administrator or legal officer.

The four organizational types of California public libraries are city, county, city-county, and special district. The first three types, comprising 157 of California's 169 library jurisdictions, operate as departments of local general government. The 106 cities which administer libraries serve 47 percent of the state's population. The other 355 (81 percent) of the 441 cities in the state do not administer libraries. Instead, their residents are served by one of the other types of libraries, usually the county library. (See California Public Library

Summary in Chapter XIII-Appendices for a report by CSL Library Planning and Evaluation Consultant Cy H. Silver.)

The 12 special district library jurisdictions in California are independent, legal governing jurisdictions in themselves, and do not depend on city or county for governance.

TWO BASIC TYPES OF BOARDS BASED ON FUNCTION

A library board in California is one of two basic types depending on its function--advisory or administrative. Here are the criteria used by the International City Managers' Association for distinguishing an administrative library board from an advisory board: An administrative board has: 1) authority for appointing the librarian, and 2) authority for approving the library operating budget.

The majority--56 percent--of the public library boards in California are advisory. The remaining 44 percent are administrative. (See charts in Chapter XII--Appendices.)

ADVISORY LIBRARY BOARDS

Library boards for public libraries are designated as advisory when: 1) the head librarian is appointed by the mayor, mayor and city council, city manager, county board of supervisors, or other county chief administrator; and 2) the head librarian submits the library budget directly to the mayor, mayor and city council, city manager, county board of supervisors, or other county chief administrator. Advisory public library boards, then, do not appoint the head librarian or submit the library budget.

The dictionary meaning for the word *advise* is "give advice to; counsel; give notice; inform; talk over plans; consult with; caution." Synonyms are: "caution, admonish, warn, recommend, notify, acquaint, tell, confer." In the case of library boards, terms suitable to add can be: to analyze needs, to consider goals, to anticipate future needs and problems, to liaison, to act as sounding board, and to help develop consensus.

To some it might appear that the advisory library board, without administrative functions, is a board with little power or responsibilities. Not so. An advisory board is an invaluable resource to the library, the jurisdictional official or jurisdictional body which it is statutorily mandated to advise, the jurisdiction in which it functions, and the community.

For example, the Chula Vista *Boards and Commissions Handbook* points out that "a board, commission and/or committee is in the unique position of serving as a liaison between the council and the general public in helping to reconcile contradictory viewpoints and building a consensus around common goals and objectives. Therefore, each member must serve as a communication link between the community and the council, explaining city programs and recommendations, as well as providing a channel for citizen expression."

A library board must not be simply a rubber stamp for the head librarian or its appointive jurisdictional body such as a city council or county board of supervisors. While the advice *given* may not be *taken*, the board has carried out its legal responsibility by advising on policies or issues as the law charges the board to do.

The advisory library board's effectiveness will depend to a considerable extent on the in-depth analysis it makes on any issue, the sound reasoning it provides to back up every recommendation, its foresight, and its reasoned persuasiveness in presentation. A blustery, head-on confrontation is not the best way to persuade. It may, in fact, be the least effective. Diplomacy and patient persistence with the specific officials whom the board advises are often necessary to insure that important items are not overlooked or sidetracked.

In some instances, the law defining the library board's functions spells out specifically the policies and issues on which the board is to advise. In others, the law is more general, such as the ordinance in one Southern California city which states simply that the library board: "1. Acts in an advisory capacity to the city council in all matters pertaining to city libraries. 2. Recommends to the council the adoption of such by-laws, rules and regulations as it may deem necessary for the administration and protection of city libraries."

In the case of combined unified school or union high school-special library district public libraries, state general law provides that the school boards (also filling the dual role as library boards) "may appoint, by resolution or other order entered in the minutes of the board of library trustees, a library commission consisting of five members to manage and operate the library or libraries of the district." (Calif. Educ. Code, Sec. 18440) The state general law provides that the appointive commission shall do and perform any and all powers and duties authorized or required by the elective board of library trustees, with the exception of changing appointive library commission members' term of office. State law also provides that the consent of the elective board of library trustees shall be necessary before the appointive commission may dispose of certain property, and before the purchase, erection, rental, and equipment of certain buildings or rooms. (Calif. Educ. Code, Sec. 18449)

In the case of system advisory boards, the California Library Services Act states: "The duties of each system advisory board shall include, but are not limited to, the following: (a) assisting the administrative council in the development of the system plan of service; (b) advising the administrative council on the need for services and programs; (c) assisting in the evaluation of the services provided by the system."

To reiterate, the majority--56 percent--of the public library boards in California are advisory boards. This represents a total of 71. Throughout the state, 51 cities have advisory library boards. A total of 20 counties have advisory library boards.

Some library agencies operate with several advisory boards, each representing a separate geographic area served. The Riverside

City-County Library has an administrative board from the City of Riverside, and an advisory board representing the county. Sonoma County Library, operating under a Joint Powers Agreement as a separate agency, has an administrative library commission, and advisory boards in eight regional branch libraries.

As previously reported, all 15 cooperative library systems have system advisory boards.

It is as essential for an advisory library board to know with certainty whom it is legally mandated to advise and whom it is not legally mandated to advise as it is for that board to know on what policies and issues the law has specified it is to give advice.

This again shows the necessity for each trustee, the library board, and the head librarian to understand their respective roles as established by the library board's statutory authority. It is also important for library staff, city, county, or special district administrative staff members, and others with whom the board relates to understand this.

As a result of the variety of laws establishing advisory library boards in California, not all are legally directed to advise the same persons or the same judicial bodies.

City advisory library boards may be legally directed to advise the mayor, or the mayor and city council, or the city council, or the head librarian, or some combination of these. In some cases, their legal directive may not include advising the mayor or the head librarian, but the council only.

Often a city ordinance states that the advisory library board is to advise the city council. It may also state that the board is to work in conjunction with the head librarian.

This, then, makes clear that the library board's advice is to be directed to, and reach, the city council; not be directed to, or reach only the city manager or administrative staff. It also makes clear that the library board is not to direct the head librarian, but to work in conjunction with that person.

County advisory library boards may be legally directed to advise the county board of supervisors or the county librarian, or both, or the county board of education. For example, at the Los Angeles County Public Library the six regional library councils are directed by law to advise the county librarian. At the Mono County Free Library the advisory library board is advisory to the county board of education, (which administers the county public library by delegation from the board of supervisors. (Calif. Educ. Code, Sec. 1080 (c))

The system advisory boards which serve each of the 15 cooperative library systems throughout the state are advisory to each system administrative council (consisting of the head librarians of each jurisdiction in the system), as mandated by the California Library Services Act.

ADMINISTRATIVE LIBRARY BOARDS

The dictionary meaning for the word administer is "manage or conduct as chief agent or steward; direct; put in force; dispense; supply or give; act as administrator."

A library board for a public library is designated as administrative if the library board has: 1) authority for appointing the head librarian, and 2) authority for approving the library operating budget. (In some instances, the library board also may approve the hiring of other library staff employees.)

While the administrative library board is a governing body with the authority to determine personnel, fiscal, and administrative policies, the successful administrative library board uses this authority judiciously, working with the head librarian in an essential team effort to fulfill the library needs of an ever-changing community.

The 12 special district libraries in California have administrative boards, but the selection of the boards as well as special district operations are different than in cities and counties. Special districts are independent of other local governments, and special library districts exercise autonomy in library matters of budget, personnel, buildings and services to the community.

However, there are differences even among California's 12 special library district boards. In eight, the library boards are elected solely to administer the library. In the case of the remaining four, the special library districts operate in conjunction with school districts--unified school or union high school districts. These libraries are administered by the school districts' elected school boards which also serve as the administrative board of library trustees. Each dual-function board may, if it so desires, appoint a library commission to act in its stead, or if it wishes, to advise it.

In California 44 percent of the public library boards are administrative. This represents a total of 56 boards: 43 city, 1 county, 8 special districts, and 4 unified school districts.

STATUTORY AUTHORITY FOR LIBRARIES AND BOARDS

The chief reason for the somewhat confusing myriad of differences among California public libraries and library boards is the state's permissive constitution and laws. State law, known as general law because it applies throughout the state, takes precedence over county or city law unless state law declares otherwise in specific instances. Thus, the primary keys to library and library board differences over the state are the following:

1. In California there is no state mandate for public libraries. Public libraries exist under permissive legislation, both state and local. This means that state law has provided each local governmental jurisdiction the option to establish, or not to establish, a public library.

2. The California state constitution declares that cities may adopt a charter and operate under "home rule" regulations rather than operate solely under uniform state general law.

3. Each charter city has structured its library operation in accordance with its own perceived local needs.

As a result, the statutory authority for public libraries, as well as for library boards' structure and function, may come from one of two types of statutory authority: 1) state general law, or 2) city charter or city ordinance.

GENERAL LAW STATUTORY AUTHORITY

The structure, functions, and powers of all California cities, counties, and special districts are mandated by the state constitution and state law. Except for those cities which under the state's permissive constitution have opted to operate under a home-rule charter, cities and counties operate today under state general law.

State general law does not require cities and counties operating under general law to establish local libraries. It gives them the permission to establish public libraries if their residents so desire. But, if they do opt to establish libraries, state law sets out the procedure they must follow to establish and operate such libraries.

In the case of general law cities, state law provides that if the city opts to establish a library, "the public library shall be managed by a board of library trustees." (Calif. Educ. Code, Sec. 18910)

State law provides that if a general law county opts to establish a library, "the county free library is under the general supervision of the (county) board of supervisors." (Calif. Educ. Code, Sec. 19160) The state general law also provides that the board of supervisors shall appoint a county librarian, who "shall, subject to the general rules adopted by the board of supervisors, build up and manage, according to accepted principles of library management, a library for the use of the people of the county, and shall determine what books and other library equipment shall be purchased." (Calif. Educ. Code, Sec. 19146)

For certain fiscal purposes only, 1972 state legislation (Senate Bill 90) designated county libraries as "special districts" for property tax purposes because their service territory is not always coterminous with the county. But that "special district" designation does not apply to county libraries for organizational purposes.

California's general law also authorizes establishment of special district library districts and provides that "the library district may include incorporated or unincorporated territory, or both, in any one or more counties, so long as the territory of the district consists of contiguous parcels and the territory of no city is divided." The state law further provides that "whenever the formation of a library district is desired, a petition may be presented at a regular meeting of the board of supervisors of the county in which is located the largest proportionate value of the lands within the proposed district as shown by the last equalized county assessment roll. The board of supervisors to whom the petition is presented is designated as the supervising board of supervisors."

Contained within that same law is a provision stating that "the governing board of the district shall be called 'the Board of Library Trustees' of (name) Library District." The law sets out specific procedures for the selection and functioning of the board as well as the operation of the special district library. (Calif. Educ. Code, Secs. 19400-19532)

Any unincorporated town or village is permitted by state general law to establish, equip, and maintain a public library through petition and vote. State law requires that a library district public library so established "shall be administered by a board of library trustees." (Calif. Educ. Code, Secs. 19600-19734) (The cities in the districts so organized have since incorporated, but the district continues under its original statute.)

State law also establishes the specific procedures for a unified school district-library district or a union high school district-library district, to petition and vote, and to establish, equip, and maintain a public library. State law requires that, after a favorable vote, the county board of supervisors shall, by resolution, place the district in the control of the governing board of the unified school or union high school district. In a permissive provision, state law provides that the dual-function school board-library board of trustees may appoint a library commission which shall perform any and all powers authorized or required by the board of library trustees, with certain cited exceptions. (Calif. Educ. Code, Secs. 18300-18571)

All 15 system advisory boards for cooperative library systems created by the California Library Services Act are operating under state general law.

The statutory authority for public library board structure in general law cities, special library districts, and cooperative library systems is contained in the California Education Code and in one case, the California Government Code. Other state, and even federal laws, affect libraries and library boards, but these will be discussed in Chapter II - Library Funding, and Chapter III - Legal Duties Liabilities, Rights.

CHARTER CITY-CHARTER COUNTY STATUTORY AUTHORITY

The California state constitution permits a city to draft its own charter, and thus to have home rule. The proposed charter is submitted to the voters of the city, and if approved, becomes the organic law of that city. The primary advantages are increased flexibility for the city in the determination of its structure and functions, and the elimination of the need to wait for state legislative authorization to take certain actions.

County charters are procedural only, and then only if state general law is silent. However, city charters provide complete home rule.

The extent to which each city charter's provisions differ from state general law varies from one charter city to another in accordance with perceived local needs at the time the charter was written. Charters can be revised or changed if the voters approve.

Out of California's 441 cities (including the conterminous area of the City of San Francisco and the County of San Francisco), only 87 cities have opted for home rule under charter. However, these charter cities contain more than half of California's residents.

If the city charter itself does not make specific provision for a library board and its functions, that authority may be contained in a city ordinance. Sometimes the city charter or city ordinance pertaining to the library board: 1) simply repeats the library board organizational structure and functions provided in state general law; 2) modifies the state general law slightly, or 3) adds to the state general law provisions. It is usually the larger charter jurisdictions which include more complex and detailed stipulations for their library boards.

COMBINED CITY-COUNTY LIBRARY STATUTORY AUTHORITY

Jurisdictions not administering libraries can serve their residents by agreement with a jurisdiction that does, (e.g., the Riverside City library operates the library service for the Riverside County area as well, hence the library name, Riverside City and County Library). (See California Public Library Summary in Chapter XIII-Appendices for a report by CSL Library Planning and Evaluation Consultant Cy H. Silver.)

STATUTORY AUTHORITY FOR SIZE OF LIBRARY BOARDS

In California there is no uniform number of members on the 151 existing public library boards. The number of members varies widely, from three in several cities and counties to 75 members in another. In some communities, library boards also have designated alternate members. The majority of the library boards in California have five members.

The number of members legally designated to serve is determined by each board's specific statutory authority, which may be state general law or city charter.

Two factors generally determine the number of members on a public library board: (1) uneven number to prevent tie votes; 2) an intent to assure representation from all regions which the library serves.

In general law cities, state law stipulates a five member board of library trustees. (Calif. Educ. Code, Sec. 18910) In charter cities, the number on the library board depends on the specific charter for each city. State Library statistics show the number varies from a low of four for Inglewood Public Library and Santa Barbara Public Library to a high of nine for San Jose Public Library. In charter cities the majority of the boards have five members.

In counties, the number of members on library advisory boards vary widely, from three for Inyo County Free Library to 75 for Los Angeles County Library (six regional councils representing geographical areas throughout the county).

In those cases in which the special library district is an unincorporated town or village, state general law sets the number for the board of library trustees at five. (Calif. Educ. Code, Sec. 19701) In other special library districts, state general law stipulates a board of three library trustees, one from each unit of incorporated or unincorporated territory in any one or more counties included in the special district. The state law makes the proviso, however, that the board may consist of five members if the voters prefer. It also provides that if such a board would consist of less than three members, additional members from the district at large should serve in order to create a board of three. (Calif. Educ. Code, Sec. 19420)

In the case of unified school or union high school district-library district, the school board also functions as the library board. These are five-member boards. State general law provides that the dual-function elective board may appoint "a library commission consisting of five members to act in their stead." (Calif. Educ. Code, Sec. 18440)

For combined city-county libraries, board size varies according to the agreement between the jurisdictions involved.

For system advisory boards, the California Library Services Act determines that each such board must consist of one member representing each of the member jurisdictions of the system, but specifies that no system advisory board should consist of fewer than five members. (Calif. Educ. Code, Secs. 18747, 18748, 20145)

HOW LIBRARY BOARD MEMBERS ARE SELECTED

There is no uniform system for the selection of library board members in California. The overwhelming majority are appointed, but some are elected. The method of their selection (elected or appointed), and if appointed, what person or what jurisdictional body makes the appointments is dependent on the specific statutory authority establishing each board.

State general law mandates that special library district administrative boards of library trustees be elected by voters within the special library district. (Calif. Educ. Code, Sec. 19510)

In special library districts which are co-extensive with unified school or union high school districts, voters within the school district elect the dual-function members of the school board and the administrative board of library trustees. (Calif. Educ. Code, Secs. 19700-19702)

In charter city Thousand Oaks, the city council, which is elected, also functions as the administrative library board.

All system advisory board members for cooperative library systems are appointed by their respective jurisdictions.

WHO APPOINTS LIBRARY BOARD MEMBERS

In California appointments of library board members are made by a variety of individuals or groups, including city councils, mayors and city councils, mayors with consent of city councils, county boards of supervisors, the library board itself, or Friends of the Library. The majority of the library board appointments are made by mayors and city councils, or in the case of county libraries, made by county boards of supervisors. Who makes the appointments depends on each library board's statutory authority.

In general law cities, state law concerning municipal libraries provides that the board is "to be appointed by the mayor, president of the board of trustees, or other executive head of the municipality, with the consent of the legislative body of the municipality." (Calif. Educ. Code, Sec. 18910)

In charter cities, the appointive official or officials may vary depending upon the city charter or ordinance concerning the establishment of the board. To use the City of Arcadia as an illustration: Members of city commissions established by the city's charter--which includes the board of library trustees--are appointed by a majority vote of the city council.

In counties, the county boards of supervisors appoint members to the advisory library boards.

In a combined unified school or union high school district-library district, state law specifies that the school board which also serves as the board of library trustees may appoint a library commission. (Calif. Educ. Code, Sec. 18440)

In the case of system advisory boards, the California Library Services Act stipulates that "the governing body of each member jurisdiction shall appoint one member to the advisory board from among its residents." (Calif. Educ. Code, Secs. 18747, 18748) The governing bodies may include city councils, county boards of supervisors, or special library district boards of trustees.

The statewide Survey of System Advisory Boards conducted in 1985 by the California Association of Library Trustees and Commissioners indicated that in some instances the head librarians recommend or select community members and submit these names for system advisory board appointments. Several library boards make recommendations for SAB appointment to their city councils or county boards of supervisors. The Friends of the Library groups also make recommendations in some areas. Nominations in one area are solicited from targeted groups to insure rotation of representation among various community segments.

HOW VACANCIES FOR UNEXPIRED TERMS ARE FILLED

The specific statute establishing each board should be examined to ascertain with certainty how it provides for filling unexpected vacancies for unexpired terms. The general rule is that the same appointive procedure as for filling full-term vacancies be followed. In the case of the elected, dual-function school boards also serving as library boards, the state law governing school board member selection applies.

STATUTORY REQUIREMENTS FOR PUBLICIZING ALL VACANCIES

To assure that the public's business be conducted in public, state law mandates that announcement of vacancies and pending vacancies on all library boards throughout the state be made public. This applies not only to general law cities, counties, and special districts, but also to charter city, charter county, and combined city-county library board posts. The Maddy Local Appointive List Act of 1975 requires unscheduled vacancies as well as pending full-term vacancies on all administrative and advisory library boards be posted and published by all cities and counties, to make available and to take advantage of the diversity of citizen talent and experience available locally and untapped.

Here, for example, is the procedure followed in one Southern California charter city: "Applications for appointment are accepted throughout the year from interested residents. During the year, the mayor and council members interview applicants interested in a particular commission seat. A 'Reservoir of Citizens for Public Service' listing is established from which board, commission and committee appointments are made. Vacancies occurring prior to the expiration of a normal term are generally filled by council appointment for the remaining term of office. Notification of the vacancy should be sent immediately to the city clerk who must post it in accordance with the state Maddy Act prior to council filling the vacancy." The city clerk must post the notice of vacancy within 10 days from the date the notification of vacancy was received in the city clerk's office. The city council must wait 10 days following the posting of the notice before any interviews can be conducted.

STATUTORY REQUIREMENTS FOR LIBRARY BOARD MEMBERSHIP

Statutory requirements concerning eligibility for library board membership may vary for different boards throughout the state, depending upon the specific statute establishing each board--state general law, city charter or ordinance. Some universals, however, do apply to all boards. Membership is not restricted by sex, race, or creed.

Any official requirement regarding political party affiliations is not allowed since local government elections in California are non-partisan. Some jurisdictions may require a library board member: 1) to be a qualified voter, or 2) to be at least 18 years of age, or 3) not in the immediate past to have served two consecutive terms on the library board. The city clerk, county clerk, or special district clerk can report the requirements in each specific jurisdiction.

If the library board has been designated in a governmental jurisdiction's Conflict of Interest Code, a person assuming membership on the library board will be required to file with the clerk a Statement of Economic Interests (The California Fair Political Practices

Commission Form 730) in compliance with requirements of the Conflict of Interest Code of the California Political Reform Act. The clerk of the city, county or special district subsequently is required to make the statement available for inspection by the public and the press. The form must be filed within 30 days after assuming office. Penalty for late filing is $10 per day up to $100.

The Conflict of Interest Code in each specific library board's governmental jurisdiction should be consulted to determine the types of interests a library board member is required to disclose. The Fair Political Practices Commission of California states: "In general, the kinds of interests which may have to be disclosed are: investments (partnerships, common stock, etc.), worth more than $1,000 in business entities located in, or doing business in, the specific governmental jurisdiction; interests in real property, worth more than $1,000, located in the specific governmental jurisdiction; interests in real property and investments held by a business entity or trust; income, aggregating $250 or more received or outstanding during the reporting period, received from a source located in, or doing business in, the specific governmental jurisdiction; gifts aggregating $50 or more received during the reporting period from any one source located inside or outside the specific governmental jurisdiction; business positions; income and loans to business entities (including rental property)."

To explain why a Statement of Economic Interests must be filed by specified public officials, the California Fair Political Practices Commission states that the Political Reform Act is intended to prevent conflicts of interests by requiring public officials to disclose financial interests which could foreseeably cause conflicts. "In addition, as a public official, you may be required to disqualify yourself from making, participating in, or attempting to influence any governmental decision which will affect your financial interests, including those you are required to report on your Statement of Economic Interests. The Fair Political Practices Commission's Guide to the Political Reform Act: California's Conflict of Interest Law for Public Officials explains what a conflict of interest is, and when disqualification is required by law."

For members of the system advisory boards of the cooperative library systems, the California Library Services Act specifies that "the appointing jurisdiction shall ensure that members of a system advisory board are representative of the public-at-large and of the under-served residents of the system service area." No person shall serve more than two consecutive terms. (Calif. Educ. Code, Sec. 18749)

TERMS OF OFFICE FOR LIBRARY BOARD MEMBERS

The length of the term of office for library board members varies throughout the state, actually ranging from two years to an indefinite term. It depends on the specific state law, city charter, or ordinance establishing the specific board. On the majority of library boards, the member's term is four years.

On all boards, the terms of office are staggered in order that not all positions become vacant at one time. This permits new members to serve alongside experienced members.

Local jurisdictional ordinance, policy, and/or public administration policy sometimes designate the number of consecutive terms a library board member may serve, frequently a limit of two consecutive terms. Local jurisdictional policy may also go so far as to require that at least two years elapse before a person who has served two terms may be reappointed. The general premise is that although unlimited terms of office may permit a board member to gain from experience, multiple terms for one person do preclude an important injection of fresh viewpoints and possible energetic new approaches to service.

In general law cities, state law mandates that the board of library trustees shall hold office for a three year term, terms to be on a staggered basis. (Calif. Educ. Code, Sec. 18911)

Since charter cities have leeway to set their own policies, their rules concerning length of library board term may vary.

In special library districts, state general law provides that library boards be elected to four year, staggered terms. (Calif. Educ. Code, Secs. 19423, 19424, 19700)

In unified school and union high school-library districts with their dual-function school board and administrative library board, state law mandates the term of office for the library board position to be the same as for the school board position. For the library commissions which this elective board may appoint, state law mandates the terms of office as three year, staggered terms. (Calif. Educ. Code, Sec. 18749)

REMOVAL FROM OFFICE

As with all other legal provisions concerning library board members, any provisions for their removal from office depend upon the specific state law, city charter or ordinance which establishes the office.

Standard provision of law is that if a library trustee violates a trust or fiduciary duty, the trustee may be enjoined from so acting as a trustee, suspended, removed, made to pay civil damages, criminally fined or convicted, or sentenced to a term of imprisonment.

In Arcadia (charter city), the city policy provides that if a member of a board is absent from three consecutive regular meetings, his office shall become vacant and shall be so declared by the council. In addition, a board, commission, or committee member may be removed from office at any time by a majority vote of the city council.

At the Los Angeles County Public Library, members of the six regional library councils which are advisory to the county librarian serve at the pleasure of the appointing authority.

COMPENSATION

Laws regarding library boards say little concerning compensation for trustees. State Library records indicate that all members of local library boards in California serve without compensation. However, usually paid by each jurisdiction's governing body are expenses for trustees' materials, professional memberships, trips on behalf of the board, etc.

For general law cities, state law does provides "that the legislative body of the municipality may, by ordinance, provide for the compensation of the board of library trustees, provided that the respective compensation for such trustees shall not exceed $50 per month." (Calif. Educ. Code, Sec. 18911)

In unified school or union high school-library districts, state law mandates that appointive library commission members "shall serve without compensation." (Calif. Educ. Code, Sec. 18441)

CHAPTER II

LIBRARY FUNDING

II. LIBRARY FUNDING

Since funding is the key to the services which each public library can--or cannot--provide to meet the information needs of all the people in a local community, adequate library funding must be a deep and constant priority for all library trustees. Every public library in California depends upon a local governmental jurisdiction--a city, county, or special district--for its basic budget.

Local funds are currently supplemented by some state and federal government funding. California State Library statistics for fiscal year 1984-85 show: 91 percent of the operating income from California public libraries comes from local government, seven percent from state, and two percent from federal. So the need for advocacy for adequate government funding is primarily local, but it extends to the state and federal levels.

Non-government funds and gifts from a variety of sources also provide some supplementary enrichment for California libraries. Use of a combination of all funds can bring the broadest and best service to the user of the individual, local library. (See funding source summary chart on page 38.)

All boards for individual libraries and cooperative systems have key leadership roles to perform in assuring adequate library funding. That leadership role is implicit in the very definition of a library board: an official body created by state or local laws to represent the people, to see that the community is served with quality and community-relevant service, and to provide vital, formal citizen-user guidance to local government and library staff in planning, managing, and evaluating functions. How well each library board performs its funding advocacy leadership role rests on the shoulders of each trustee.

As California Association of Library Trustees and Commissioners 1985 President Stevenson has underscored: "Library trustees are true leaders when they advocate strengthened and improved public library services in their communities, regions, state and nation. Each library trustee has a responsibility to tell the library story to mayors and city council members, county commissioners, the governor and state legislators, and to the President and members of Congress." (See also Chapter IX-Library Advocacy and Chapter X-Special Challenges.)

This chapter will focus primarily on funding sources for individual libraries and cooperative library systems. (See also California Public Library Summary in Chapter XIII-Appendices.) Funding sources for library boards' own operational budgets will be discussed separately.

Administrative library boards have the mandated-by-law functions of preparing and securing library operating budgets adequate to meet the needs of the people their libraries serve, then supervising the expenditures. "Like Congress, a library board is a body of lay persons representing the citizenship, responsible to the citizenship for the conduct of public business," stresses Virginia G. Young in The Library Trustee: A Practical Guidebook. "Especially in the field of finance, the board bears a serious public trust for the use of public money," she points out.

Advisory boards, although without direct responsibility for library operating budgets, are in a leadership position to show all purse-string-holding government officials their enlightened concern and strong support for libraries. They also have a leadership role to make certain that Friends of the Library, volunteers, as well as other citizens and community organizations are alerted and speaking out.

System advisory boards, without direct budgetary responsibility, are in a position to act as knowledgeable advocates and to rally support of others both for the cooperative systems and the libraries in their own communities.

Library boards will be most effective in winning the essential support of government funding officials when every trustee is prepared to discuss knowledgeably: 1) present library or system funding and sources of funding; 2) importance of every library budget component in terms of service for people, and how the budget relates to library or system goals in terms of verifiable community needs. (See also Chapter IX-Library Advocacy.)

Trustees will find consultants in the Library Development Services Bureau, California State Library, helpful information sources concerning new legislation which is proposed or enacted into law subsequent to publication of this book. The legal counsel in local government jurisdictions also should be helpful.

Key selections of California library-related laws in effect as of May 1, 1981, are contained in California Library Laws 1981, published by the California State Library. This quite helpful reference publication is available in every library. (Publication of an updated edition is now scheduled, and should be watched for.)

Trustees may find useful a look at the annual local revenue of every California public library, its state funds allocation, and its annual total operating income compiled in California Library Statistics. Published annually by the California State Library, this comprehensive reference book also is available in all libraries.

OVERVIEW: CHANGING NATURE OF LOCAL LIBRARY FUNDING

A brief review of local tax law in California for some years past is important in order to provide a working knowledge of the current primary source of local governmental support money for public libraries. Since 1972 dramatic changes have occurred in California tax laws. Now libraries have to compete with other community services for the same limited local funds. Consequently, astute library boards find they must put stronger emphasis on their responsibilities as library advocates to keep libraries adequately funded to serve all citizens effectively.

Traditionally, the chief source of funding for public libraries was a local ad valorem real property tax, or a dedicated-purpose tax for the library. Other sources of local funding for public libraries were also used to some extent. Some city public libraries, for instance, obtained their budget funds completely from the city general fund. Other city and county libraries had access to special local taxes, such as sales tax, timber yield tax, transit lodging tax, etc. But, in general, the dedicated-purpose library tax on real property provided the library budget.

In 1972 the state legislature enacted Senate Bill 90 (SB 90), which in effect repealed all general law city dedicated-purpose real property tax levies. In 1978 an even more far-reaching and dramatic change came. Proposition 13 reduced all property taxes. It placed a cap on property valuation and a one percent limit on the property tax rate; consequently on the total funds derived from them. All California cities, counties, and special districts were affected.

Contrasting rural-urban library funding, CSL Library Planning and Evaluation Consultant Cy H. Silver points out:

"As with other discretionary programs, rural counties are particularly hard pressed because of their extreme dependence on the property tax." (See California Public Library Summary in Chapter XIII-Appendices.)

Libraries and parks were the two departments of local government hardest hit by Proposition 13 because they were largely financed from the local property tax and were not generally viewed as essential services by city and county governments. Some public library budgets were cut as much as 60 percent. To cope with the severe cuts, libraries throughout the state had to take a variety of equally severe actions, such as cutting back hours of service, staff, number of library outlets, and materials available.

Other forces impacted heavily against public libraries during this period. A slow national economy meant reduced tax revenues. Voters were not interested in approving tax increases. Inflation caused the nation to suffer an estimated 34 percent decrease in purchasing power during the period 1978-81. As a result, libraries' already reduced incomes declined in real dollars by 19 percent. (The average price of library books increased at a rate greater than the general inflation.) Library budgets for materials shrunk by an even greater 24 percent between 1978 and 1981. The most critical situation was seen in California's 11 largest public libraries, serving 11 1/2 million citizens and major research centers.

Other public and private agencies were affected at the same time. Budgets for academic and school libraries were seriously cut. As a result, students increasingly flocked to the public libraries. But public libraries then were struggling with reduced hours, fewer outlets, materials reduction, and reduced staff to provide service needs. For example, Chula Vista Public Library reported that cutbacks in local school libraries in 1984 resulted in a 36 percent increase in information and reference questions. This heavy student use of public libraries underscored a California Library Association position statement: "Public libraries are an integral part of public education. Even with state funds for schools, public libraries are still providing the majority of library services for school districts statewide."

CURRENT GOVERNMENT SOURCES OF LIBRARY FUNDING

Currently nothing has changed the traditional picture of libraries' basic dependency upon their respective city, county, or special district governmental jurisdictions for their financial existance.

CITY AND COUNTY FUNDING SOURCES: Cities and counties receive the ad valorem real property tax collected within their respective boundaries. This is specified by California Assembly Bill 8 (AB 8), the current state law implementing Proposition 13. The property tax usually goes into each city's or county's general fund, along with sales tax and all other library charge fees.

All cities and counties may use any portion of their general fund monies for library support purposes. The public library and all other city or county departments are mutually dependent on the city or county general fund for their annual operating expenses. Realistically then, the library is in competition with other city or county departments for the limited general funds available.

County libraries were designated in 1972 by state law (SB 90) as "special districts" to receive their pro rata share of the property tax (by which most of them were funded), and to permit them to compete before each county's board of supervisors for allocations from the Special District Augmentation Fund. It is important to bear in mind that county libraries were designated as "special districts" for certain fiscal purposes only, on the basis that their service territory is frequently not coterminous with the county (does not have the same boundary lines as the county itself). However, that designation for county libraries often has been a source of confusion because county libraries remain part of general county government.

In developing an overall city or county budget, city mayors and councils or county boards of supervisors are challenged to fit or to cut each department's budget request into balance with: 1) overall city or county goals, objectives and policies; 2) present and expected economic conditions which affect revenue; 3) population increase and consequential new demands for services; 4) special or unexpected needs in any department; 5) and the city or county officials' views of the people's need and support for each local service. Hence, these city or county budget makers are requiring increased and verifiable justification to support budget requests from the library and all other departments.

Using special provisions of Proposition 13, several libraries have tried to get local voters' approval of a special local library tax levy. Under Proposition 13, this requires a two-thirds vote of approval. Berkeley Public Library and the Los Altos Branch of the Santa Clara County Free Library have succeeded.

SPECIAL LIBRARY DISTRICT FUNDING SOURCES: Special library districts have a different funding structure. Under state law (AB 8), special district public libraries are guaranteed their prorated share of the property tax, based on their pre-Proposition 13 share. In addition, they compete before the county board of supervisors for allocations from the Special District Augmentation Fund, as do county libraries.

But, library districts have special funding problems. Prior to 1978, the library staff and head librarian developed a budget to cover the district's needs, which the trustees approved. The county board of supervisors then established the rate, within a limit set by law, to fund the amount needed by the district. Since 1978, special district boards have lost much of their financial control to the state and to the county. Each district must contribute a percentage of its allocated property tax to the Special District Augmentation Fund (SDAF). Then, each district may request money from the SDAF, which is controlled by the county board of supervisors. Each library district must compete with other special districts for a share of the SDAF.

Furthermore, attempts continue to take money from the SDAF for other jurisdictions. Redevelopment agencies formed within a county take money away from special districts.

Another problem has been the business subvention. Districts were receiving personal property taxes from the business inventory tax. When the tax was rescinded, the state provided funds from a business subvention. Then the business subvention was eliminated. Special districts do not have access to general funds of state, county, and/or city governments.

COOPERATIVE LIBRARY SYSTEM FUNDING SOURCES: Funding sources are multiple for California's 15 regional cooperative library systems as a result of their special character. Each system exists as an independent local entity through agreement among its member jurisdictions. The majority of systems are organized under the state Joint Exercise of Powers statute. (Gov. Code, Secs. 6500-6578)

Major present funding comes from state CLSA allocations for participation in programs specified in the California Library Services Act. Other income sources are cash contributions from member jurisdictions, in-kind contributions, and some federal Library Services and Construction Act (LSCA) funds.

CLSA requires each system be governed by an administrative council composed of head librarians of member libraries. The state law provides that each administrative council "shall adopt a system plan of service, developed with the assistance of the system advisory board, and prepare a budget for carrying out the objectives of that plan. The system budget request and plan of service shall be annually submitted to the state board (California Library Services Board) by June 1 of the fiscal year immediately preceding the fiscal year for which funds are requested...The system budget shall document in the form and manner prescribed by the state board the dollar amounts to be expended for providing each system service or addressing each unmet need. In addition, each system shall file by September 1 of each year a report, in the form and manner prescribed by the state board, for the fiscal year just ended, that describes actual accomplishments and expenditures of the system program, compares them with the planned accomplishments and expenditures for the fiscal year reported and includes other appropriate commentary." (Calif. Admin., Code, Title 5, Division 2A, Chapter 2, Sec. 20135)

The California Library Services Board budget proposal, reflecting the state-funded portion of the 15 cooperative library systems' budgets, is submitted by the State Librarian to the state legislature.

STATE FUNDING SOURCES: Two state sources of supplemental funding are available to city, county, and special district libraries meeting eligibility requirements. They are:

1. California Library Services Act (CLSA), enacted in 1977. (Calif. Educ. Code, Secs. 18700-18766)

2. Public Library Finance Act (PLF), enacted in 1982. (Calif. Educ. Code, Secs. 18010-18031)

Currently, CLSA and PLF provide seven percent of the operating incomes for libraries throughout the state. Important to note: They do not affect local library control, or the dependency of libraries on their local governmental jurisdictions for basic operating incomes.

As mentioned earlier, CLSA is the major funding source for cooperative library systems, which individual local libraries may join. Systems are not eligible for PLF allocations.

(For full texts of CLSA and PLF laws, see Chapter XII-Appendices.)

THE CALIFORNIA LIBRARY SERVICES ACT (CLSA): The purpose of the law is "...to encourage and enable sharing and coordination of library resources among and between library systems, state reference centers, and specified libraries...and make provisions for upgrading services to underserved residents."

To qualify for CLSA funds, cooperative systems are required to:

1. permit each other's residents to use all members' services ("Equal Access");
2. provide interlibrary loan among themselves;
3. provide reference referral and training;
4. provide communication and delivery between members.

State funds annually are allocated by formula for these purposes. CLSA programs are administered at the state level by the State Librarian, at the policy direction of the 13-member California Library Services Board. (See also Chapter XI-Helpful Organizations.)

CLSA also supports several separate statewide programs. It provides funding subsidies for Universal Borrowing, which permits every Californian to borrow from any participating library statewide. Most public libraries participate in this program.

CLSA underwrites Interlibrary Loans, the cost of public libraries borrowing from or lending to any library of any type statewide, except those in for-profit entities.

CLSA funding supports the creation and maintenance of a computerized, statewide data base. This permits local public libraries to locate books, films, and other materials held by other libraries statewide.

CLSA also funds the California Literacy Campaign in compliance with the act's purpose of helping public libraries improve service to traditionally underserved people in their service areas. This CLSA program helps local libraries establish tutoring services to permit California's 2 1/2 million functionally illiterate adults to learn to read.

With CLSA funding support, California libraries are reducing both the individual stigma and economic costs of adult illiteracy. They are utilizing available library resources to the fullest extent possible, avoiding unnecessary duplication, and opening their doors to borrowers from throughout the state.

Beginning in 1984-85, community-based adult literacy services were provided in over 100 communities and 46 public library jurisdictions. (See also Chapter X-Special Challenges.)

A 1983-84 survey showed these additional impacts of CLSA funding:

California citizens were able to borrow 11,581,986 items from libraries in other jurisdictions under the interlibrary loan and direct (across the counter) loan provisions. The average cost was less than 29 cents per item, far less than the $23.38 cost of a new book.

The statewide data base was enhanced by the addition of 700,000 location statements to the statewide combined files. An indexed microfiche edition of the entire data base (CATALIST) and the sharing of data by means of on-line terminals in over 100 public libraries were supported under the data base program. This provides the capability of easily locating needed information and books in other jurisdictions.

Over 380,000 messages were sent by telephone, electronic mail, and other means between participating libraries requesting books or information from one another. Over 3,600,000 items were delivered among participating libraries by van, U.S. mail, and commercial carriers. Delivery vehicles making regular drops of shared materials traveled over 776,000 miles.

Answers to more than 30,000 difficult inquiries were provided by the cooperative systems to libraries unable to answer their patrons' needs for information. In addition, training programs in reference/information services were provided for local library staffs, and back-up reference collections were enhanced.

THE PUBLIC LIBRARY FINANCE ACT (PLF): The purpose of the law is "to assure an adequate level of public library service...provide stable financing through a combination of state and local revenues..." The Public Library Finance Act for the first time commits the state to a role in funding local public library service.

The principal requirement libraries must meet is maintenance of effort: Keep the local appropriation level at least at the same amount as that of the previous year.

PLF provides state matching funds equal to one-ninth of each public library's local appropriation, ($1 state match for every $9 in the local operating budget), up to a combined total of the cost of a Foundation Program. That Foundation Program cost was $12.00 in 1982-83, and is increased annually by the same inflation factor used for financing school districts, e.g., if the program had been operating in 1982-83, a library with a local appropriation of $10.80 per capita would have received a state appropriation of $1.20 per capita, to make the $12.00 per capita total. Libraries with a lesser local appropriation would have received proportionately less from the state. Almost all public libraries meet the maintenance of effort requirement needed to qualify for PLF subventions. However, not all those appropriate enough to qualify for the maximum amount.

The Public Library Finance Act is administered by the California State Library. Funds are allocated annually to eligible local libraries from the law's Public Library Fund. Cities, counties, and special library districts can use the state allocation for general library purposes, but the funds cannot be used to reduce the local budget from the prior year as an offsetting revenue source. (See Summary, Chapter XII-Appendices.)

With the assistance of the Public Library Fund, libraries throughout the state are restoring and improving their collections and services cut by Proposition 13. A survey by the California Library Association Government Relations Committee in October, 1984, showed: 68 libraries increased materials budgets; 63 added staff; 26 increased hours of service, adding over 900 hours per week; 31 are planning for, installing or upgrading their automated systems for circulation and other functions; 21 are supporting other automation activities. Other uses include staff training and development, special public programs, facility maintenance and improvement, and general operating expenses.

The proposed uses of PLF funds in 1985-86 are extensive: 100 libraries plan to add funds to their materials budgets; 91 plan to add staff and increase service hours by more than 500 hours per week; 90 plan to implement automated systems or to use automation in other ways. Other plans include restoring bookmobile service, providing more special public programs and more staff training, improving facilities, and adding new services, such as video cassettes.

FEDERAL FUNDING SOURCES: Supplemental federal funding is available for use by individual public libraries and cooperative library systems if grant applications are made and eligibility requirements met.

The federal grant program available only to libraries is the Library Services and Construction Act (LSCA), enacted in 1956. (U.S. Code, Title 20, Chapter 16) It is the primary source of supplemental federal funding for California public libraries and systems, providing two percent of their revenue.

Other federal grants which may be used by libraries are available to local governments. Examples are Community Development Block grant funds, and grants from the National Endowment for the Humanities.

Other federal grants are listed in the Catalog of Federal Domestic Assistance. It may be obtained from Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402.

LIBRARY SERVICES AND CONSTRUCTION ACT (LSCA). The purpose is "to assist the states in the extension and improvement of public library services in areas of the states which are without such services or in which such services are inadequate, and with public library construction, and in the improvement of such other state library services as library services for physically handicapped, institutionalized, and disadvantaged persons, in strengthening state library administrative agencies, and in promoting interlibrary cooperation among all types of libraries."

The law provided for funding under six titles:

Title I--Library Services;

Title II--Construction;

Title III--Interlibrary Cooperation;

Title IV--Library Services for Indian Tribes;

Title V--Foreign Language Materials Acquisition;

Title VI--Library Literacy Programs.

The California State Library has been designated administrator of Title I, II, and III for this state. Individual public libraries and cooperative systems may submit to the State Library grant applications for: special demonstration projects for a limited period, of innovative or outreach nature, for users and nonusers, and for construction and remodeling. The State Library submits one comprehensive state proposal for federal approval.

The state policy and program documents are developed by the State Library with the advice of the State Advisory Council. The California Library Services Board functions as this council.

Among the benefits for California public libraries from federal LSCA funds in the past several years and in fiscal year 1984-85: project awards to help support the 15 cooperative library systems, grants to the California Association of Library Trustees and Commissioners for a series of annual CALTAC-WILL Workshops in Library Leadership for library trustees, held regionally throughout the state; and a 1984-85 grant for the planning and convening of a California Conference on Networking.

Titles IV, V, and VI of the Library Services and Construction Act are administered directed by the U.S. Department of Education, Washington, D.C. For information concerning these Titles, contact with that department is advised.

NON-GOVERNMENT SUPPLEMENTAL LIBRARY FUNDING SOURCES

While adequate library funding is the legitimate and primary responsibility of government, most California libraries have sought and use some forms of non-government grants and gifts for library enrichment. Libraries may use such additional support to: acquire materials and equipment which the library otherwise would be unable to obtain; facilitate educational and promotional activities; support special projects and activities.

Non-government supplemental funding sources include:

--Friends of the Library;
--Library Foundations
  (Such as the ones presently assisting the Huntington Beach Library, Napa City-County Library, and a growing number of other libraries);
--Legacy endowments;
--Memorials and gifts;
--Business and private foundation grants and/or support;
--Civic organizations, service clubs, and individuals.

Consultation with the jurisdiction's legal counsel is vital whenever non-government funding sources or gifts for the library are concerned. Wise, too, is consultation with the jurisdiction's governing body and policy administrators. In all phases of proposed and actual library funding through non-government sources, the effective library board will work in closest coordination with the head librarian. (See also Chapter VI-Policy Setting/Budget Making; Chapter VII-Working Relationships; and the library fund raising discussion in Chapter X-Special Challenges.)

LEGAL CONSTRAINTS

There are two areas in which legal constraints affect library service. The first is the overall Proposition 13 requirement of a two-thirds vote to enact a "special tax" (as previously discussed). The second is that all libraries operating under the general law are prohibited from charging their residents fees for basic services. This includes all counties and special districts, and most cities.

CSL Library Planning and Evaluation Consultant Cy H. Silver explains:

"Experience throughout the country is that imposition of fees significantly inhibits use of public libraries, especially by children and others of modest means, and does not realize appreciable income--certainly not enough to offset the staff and public relations cost of collecting it." (See California Public Library Summary in Chapter XII-Appendices.)

LIBRARY BOARD OPERATIONAL EXPENSE BUDGET FUNDING

For the library board's own operational expenses, the funding source is the city, county, or special library district which the board serves. Library board budgets should be separate from the budget for the library operational expenses.

Each library board, even an advisory board, is responsible for the annual preparation of its own annual operational budget. (See Chapter VI--Policy Setting/Budget-Making.)

Library board budgets may include funds to permit board members to attend key seminars, meetings and conferences. Some library board budgets include funds to support trustees' memberships in the California Library Association (CLA), the California Association of Library Trustees and Commissioners (CALTAC), the American Library Association (ALA), and the American Library Trustee Association (ALTA). (See also Chapter XI--Helpful Organizations.)

System advisory board budgets for operating expenses are included in their cooperative library system's annual financial plan and budget.

SOURCES - LOCAL, STATE, AND FEDERAL LIBRARY FUNDING

Local Source

(Funding for individual local libraries, city, county, special district libraries.)

Until the 1970's when SB 90 and Proposition 13 passed, the chief source of funding was a dedicated library tax derived from property taxes.

TODAY: Libraries are funded as follows:

1. City and some county libraries' chief funding is an allocation from the city or county General Fund (made up of sales tax, property tax, etc.)
2. Special district libraries' and most county libraries, chief funding is from a fixed property tax proration.
3. Special districts and county libraries may also receive Special District Augmentation Funds from the county.

Additional funding may come from:

1. Library revenues--fines, bequests.
2. Special grants--Foundations local community grants, service clubs, etc.
3. Prop. 13 Special Tax (requires 2/3 vote.)

Source: California State Library

State Source

(Funding for cooperative library systems, which an individual local library may join, and for special statewide library programs.)

1. California Library Services Act (CLSA)

   Purpose: "...to encourage and enable sharing and coordination of library resources among and between library systems, state reference centers, and specified libraries...and make provisions for upgrading services to underserved residents."

   Also subsidizes direct loans and interlibrary loans by and for residents of other libraries.

   Administered by the California State Library.

2. Public Library Finance Act (PLF)

   (Supplementary funding for local public libraries.)

   Provides $1 state match for every $9 in the local operating budget, up to a combined "Foundation Program" total of $12 per capita 1982/83) and adjusted upwards for inflation in following years.) (I.e., the $12 consists of $10.80 local & $1.20 state to public libraries that appropriated as much or more local funds as in the previous year.

   Purpose: To assure an adequate level of public library service... provide stable financing through a combination of state and local revenues..."

   Administered by the California State Library.

Federal Source

(Supplementary funding for cooperative library systems and individual public libraries.)

1. Library Services and Construction Act (LSCA)

   Grants for special demonstration projects for a limited period, of innovative or out-reach nature, for users and nonusers of libraries, are applied for by systems and by individual libraries.

   Administered by the California State Library.

2. Examples of other federal program grants used by libraries:

   HUD--Community Development Block grants.

   National Endowment for the Humanities.

FUNDING SOURCE SUMMARY

Operating income sources for the California public libraries Fiscal Year 1984/85:

91 percent local
7 percent state
2 percent federal

LIBRARY FUNDING VIEWED FROM SEVERAL ASPECTS

CSL Library Planning and Evaluation Consultant Cy H. Silver points out that library funding can be viewed from several aspects. One is rural-urban contrasts. (Rural counties are particularly hard pressed because of their extreme dependence on the property tax.) Another is size. (The more populous library jurisdictions are generally better-funded than the smaller.) A third is available wealth. (There is an extremely wide range of per capita locally-raised operating expenditures among the 169 public libraries in California.) As CSL Consultant Silver documents:

"The greatest per capita expenditure is over 14 times the smallest. The highest seven libraries' per capita for FY 1984/85 are Beverly Hills ($59.67 per capita), followed by Irwindale ($54.46), Alpine County ($43.38), Palo Alto ($40.26), Vernon ($37.50), El Segundo ($34.27), and Pasadena ($30.09). The nine lowest are San Bernardino County ($6.70), Lompoc ($6.56), Merced County ($6.42), Shasta County ($6.06), Santa Paula Library District ($5.76), Lake County ($5.96), Tulare County ($5.83), Yuba County ($4.52), and the lowest per capita of all, Imperial County ($4.16). The two largest libraries, Los Angeles (City) Public Library and the Los Angeles County Public Library, spent $12.31 and $13.29 per capita respectively."

(See California Public Library Summary in Chapter XII-Appendices.)

CHAPTER III

LEGAL DUTIES, LIABILITIES, RIGHTS

III. LEGAL DUTIES, LIABILITIES, RIGHTS

Library board members have an obligation to understand clearly the legal duties, limitations, and accountability requirements which laws place on the board as a public body, and on members as public officeholders. It is prudent to be aware of consequences resulting from failure to obey these laws. It is equally prudent to understand and utilize defenses to lessen liability. In addition, it is important to know the general rights of individual board members.

All should be reviewed thoroughly at board orientation meetings scheduled for new members. Periodic review sessions for all members also can be helpful.

Most laws affecting library boards, public libraries, and cooperative library systems are state laws. They are chiefly contained in the California Government Code and the California Education Code. Only charter cities may establish other duties and liabilities for library board members in their local jurisdictions.

The board, as well as individual members, should not hesitate to seek expert assistance and legal counsel for clarification or advice. The primary source of information concerning laws and legal positions is the office of legal counsel in the board's operating jurisdiction. Close working relationships with that office will be advantageous. Other sources of information include: Department of Justice, Office of the Attorney General of California; California Fair Political Practices Commission; and the California State Library. California Library Laws 1981, published by the California State Library, helpfully compiles state laws relating to libraries and library boards. (Updated edition is scheduled.)

It is vital for board members to keep informed about new laws, as well as changes in applicable present laws. A most important example: Substantive changes in the state Ralph M. Brown Act (public meeting law) are being made late in 1986. Trustees are urged to consult their jurisdiction's legal counsel and/or the Office of the Attorney General concerning the changes to ensure compliance.

It is also wise to seek clarification from the jurisdiction's legal counsel if the board has questions: about possibly conflicting laws or ordinances, or about any changes (such as policy, administrative or personnel practices) which are not formally detailed by law or ordinance. Upon legal advice, the board may ask that written clarification be made part of the jurisdiction's official records.

Although such last-resort action is not ordinarily necessary, an administrative library board may employ its own legal counsel. (Before doing so, the board needs to ascertain that its operating budget provides for outside consultant fees.) From time to time some administrative boards have obtained outside legal counsel when, for example, a city attorney appeared to be the "city's attorney" in conflict with the library. However, before any such drastic action is taken, every effort should be made to resolve any problem amicably.

DUTIES OF PUBLIC OFFICERS

Legal duties and responsibilities automatically attach to a library board member the minute he or she takes the oath of public office. (Even without a formal oath-taking, these duties automatically attach by virtue of the individual's act of acceptance of office.)

Duties common to all public officeholders include:

- -- Accept office with its powers and obligations;
- -- Obey laws: local, state, and federal;
- -- Good faith to constituency;
- -- Diligence;
- -- Management of property of the constituency;
- -- Choice of subordinates.

OTHER DUTIES OF ALL LIBRARY BOARD MEMBERS

A trustee is a public officer who occupies the role of a fiduciary with regard to the citizens and taxpayers of the government jurisdiction which is served. (The dictionary definition of fiduciary: "...a person who holds something in trust for another...")

Members of all library boards perform both ministerial and discretionary duties.

1. A ministerial duty is one which is absolutely certain and imperative. For example: meeting and acting as prescribed by law.

2. A discretionary duty demands the exercises of reason, and determination with discretion whether, or how, to act. For example: deciding to erect or purchase a library building.

"Responsibilities of library board members are both tangible and intangible. Some are of immediate and practical effect; others have a far-reaching influence on the library's future," points out Virginia G. Young, experienced library trustee, and past president of the American Library Trustee Association.

"The dedicated trustee accepts them all as part of a faithfully rendered service to the library," she stresses. "These responsibilities constitute the board member's public trust."

Six categories of duty are common to both advisory and administrative boards:

1. Legal;
2. Policy Establishment;
3. Planning;
4. Evaluation;
5. Public/Community Relations;
6. Advocacy.

This chapter will focus on the legal duties, liabilities and rights of all members. The other categories will be discussed in following chapters.

DUTIES SPECIFIC TO ADMINISTRATIVE LIBRARY BOARDS

Three additional categories of duty apply to administrative library board members, also discussed in following chapters:

-- Personnel Selection;
-- Financial;
-- Governance.

RALPH M. BROWN ACT REQUIREMENTS FOR OPEN PUBLIC MEETINGS

All library board members would be well advised to keep compliance with the state's Ralph M. Brown Act (open public meeting law) uppermost in their minds as both regular and special meetings are scheduled and conducted.

BE INFORMED ON 1986 BROWN ACT CHANGES

Substantive changes in the Ralph M. Brown Act are being made in 1986, (too late to be fully reported in this publication). Trustees are advised to consult the legal counsel of their local jurisdiction or the Office of the Attorney General for information to ensure compliance. Statements in this publication generally refer to the Brown Act provisions prior to the 1986 change.

The purpose of the law, enacted in 1953, is to insure that the deliberations as well as the actions of cities, counties, school districts, other special districts, and all other local public bodies (including library boards) are performed at meetings open to the public, as to which the public has been given adequate notice. It is to prevent government from being conducted in secret. (Calif. Gov. Code, Secs. 54950-54961)

The legislative finding incorporated in the Brown Act amplifies the purpose of the law: "In enacting this chapter, the legislature finds and declares that the public commissions, boards and councils, and other public agencies in this state exist to aid in the conduct of the peoples' business. It is the intent of the law that their actions be taken openly and that their deliberations be conducted openly. The people of the state do not yield their sovereignty to the agencies which serve them. The people, in delegating authority, do not give their public servants the right to decide what is good for the people to know and what is not good for them to know. The people insist on remaining informed so that they may retain control over the instruments they have created."

If the library board or individual members have specific questions (such as a doubt regarding the legality of their contemplated board meeting or action), they should consult the legal counsel of the local jurisdiction before proceeding.

For a general explanation of the law, they may request a copy of the latest edition of the Open Meeting Laws pamphlet from the Public Inquiry Unit, Office of the Attorney General. (Publication of the edition revised to include the 1986 law changes may be expected in 1987.)

PUBLIC MEETINGS: The law states that all meetings of public boards "shall be open to the public," and all persons shall be permitted to attend any meeting, including study sessions and other informal conferences. A member of the public can attend a meeting without having to register or give other information as a condition of attendance. No meeting or function may be conducted where racial or other discrimination is practiced. Members of the public or newspaper personnel may not be prohibited the use of silent, portable tape recorders to tape proceedings.

Closed sessions (formerly called executive sessions) are severely limited. The few purposes for which they may be held are defined. The statutory and case law exceptions which allow closed sessions generally are not applicable for library boards. It is wise for each board (especially administrative) to clarify with the legal counsel applicability in its individual case.

Closed sessions are permitted for:

--"Personnel Matters" to consider the appointment, employment or dismissal of a public employee or official, or to hear complaints brought against another public employee unless the accused requests a public hearing;

--"Litigation" where the confidentiality between legal counsel and client would be in jeopardy;

--"Instructing Employee Relations Representatives" which allows official employee-relations representatives to communicate with the public body in closed sessions while preparing for, and participating in, negotiations.

Action taken in closed sessions is reported out at the next open meeting, or at the same meeting if the public body reconvenes.

REGULAR MEETINGS: The law states that the body (such as the library board) by resolution, bylaw, or rule appropriate to that body, must provide for the time of holding regular meetings.

ADVANCE PUBLIC NOTICE OF MEETINGS: A written agenda must be prepared in advance of regular, special, and closed session meetings. It must be available to the public prior to that meeting. The 1986 Brown Act amendments require public notice be posted:

--At least 72 hours in advance of regular meetings;
--At least 24 hours in advance of special meetings or closed sessions.

A board may adjourn or continue a meeting to a time and place specified in a notice of adjournment which is to be posted within 24 hours of adjournment on or near the door of the meeting place. If no time is specified, the meeting is adjourned until the time of the next meeting.

The advance notice of regular meetings must be posted at designated places in the jurisdiction (such as city hall or county court house), and sent to the news media. Copies are also sent to the governing body, clerk of the jurisdiction, and other designated officials. The board secretary should have copies available at the meeting.

The advance notice of special meetings and closed sessions (stating time, place, and the business to be conducted) also must be delivered personally or by mail to each member of the board, appropriate jurisdiction officials, and to news media requesting such notice. (Mailing at least 24 hours in advance will not be sufficient. The notice must be received at least 24 hours in advance.) Notice is required, even if no action is to be taken at the meeting.

WRITTEN AGENDA FORMAT: The written agenda for regular and special sessions must allow for discussion of citizen communications (written or oral). The agenda should follow the format which may be prescribed by the governing body of the jurisdiction the board serves.

The written agenda, plus supporting documents and materials on agenda items, also must be forwarded to board members by the secretary in advance of the meeting to permit sufficient time to review. (See also Chapter IV-Effective Board Organization.)

SPECIAL MEETINGS/CLOSED SESSIONS: No business shall be considered or transacted other than that stated in the written agenda posted and distributed at least 24 hours in advance.

INFORMAL MEETINGS: To assure compliance with the Brown Act, a library board should obtain advice from the jurisdiction legal counsel concerning any contemplated informal meetings to be attended by a majority of the board, and also their meetings with local organizations during which library and/or board business will be discussed.

The Office of the Attorney General in 1963 expressed the opinion that so-called informal, study, discussion, information, fact-finding, or pre-council gatherings of a majority of the members of a public body probably fell within the scope of the Brown Act as "meetings," whether or not the individual members intended to, or took any action at such a gathering.

A California court, in a 1968 case, ruled that a community organization luncheon attended by members of a public body at which public business was discussed was an informal meeting to which the Brown Act applied.

Mere social attendance at luncheons or dinners of civic and fraternal groups have not been construed by the Office of the Attorney General to be in violation of the Brown Act.

COMMITTEE MEETINGS OF LESS THAN A BOARD QUORUM: The Office of California Attorney General has ruled that, in general terms, the concept in the Ralph M. Brown Act does not apply to committee meetings of less than a quorum. This is because the findings of such a committee have not been deliberated upon by a quorum, and consequently the opportunity for a full public hearing and consideration of the committees' findings and recommendations by a quorum still remains. Hence, the public's rights under the Act are still protected.

(A quorum is a majority of the entire membership of the board, i.e. three members of a five member board, not simply a majority of those present at the meeting.)

ACTION TAKEN REQUIRES BOARD MAJORITY VOTE: "Action Taken" is defined to mean a collective decision, commitment or promise by a majority of the members of such a body to make a positive or negative decision; or an actual vote by a majority of the members of such a body, when sitting as a body, upon a motion, proposal, resolution, order or ordinance.

A meeting can be held without a quorum, discussion can take place and items for the next agenda can be provided to the secretary. However, the act of adjournment is the only action that can be taken without a majority of affirmative or negative votes of the membership.

REQUIREMENTS OF OTHER LAWS AND POLICIES

Other state laws establish additional legal duties and accountability requirements with which library board members and libraries must comply. So do some charter city ordinances and policies.

MINUTES OF MEETINGS: Minutes must be taken of every regular and special board meeting. Each board must review and approve by majority vote the minutes of all meetings. The minutes should include a notation of any non-participation by a member in a vote on any issue, plus the reason stated by the non-voting member (such as disqualifying himself or herself due to a possible conflict of interest). The file of approved minutes should be available to the public.

BOARD BYLAWS, POLICIES AND PROCEDURES: State general law, and in most cases, charter cities require or permit library boards to establish bylaws for the control and conduct of their own affairs and procedures. These bylaws generally include rules for conduct of meetings, agendas, election of board officers, and methods of revising bylaws and regulations.

BOARD OFFICERS: State general law, and in most cases charter cities require board selection of a president or chairperson. Some jurisdictions also require board selection of a president (or chairperson) pro tem, and a secretary.

ANNUAL REPORTS: The California Education Code requires library boards and/or librarians for public libraries to report certain information annually to the State Librarian. This is in keeping with the California State Library's function as statewide clearinghouse for library information and the State Library's charge from the state legislature to maintain comparative studies of library conditions in the state. Statistical data from those reports are tabulated in California Library Statistics, published annually by the California State Library.

Most charter city regulations or ordinances also require an annual report from the library board to the local governing authority.

PERSONAL ECONOMIC INTERESTS STATEMENTS: The requirements for an individual library board member to file a Statement of Economic Interests in compliance with the Conflict of Interest Code of the California Political Reform Act were discussed in Chapter I--(Section entitled Statutory Requirements for Library Board Membership.)

CONFIDENTIALITY OF LIBRARY RECORDS: Under a 1986 amendment to the California Government Code, all library circulation and registration records kept for the purpose of identifying the names of borrowers of items available in libraries are confidential. A court order is required for their disclosure.

The law does not exempt from disclosure the records of fines imposed on borrowers.

LEGAL LIABILITIES FOR TRUSTEE VIOLATION OF TRUST

As public officeholders, all library trustees should familiarize themselves with the extent of their individual legal liabilities and the consequences they may expect for their failure to obey the laws. Basically, they are liable for actions they take, and for actions they fail to take including the failure to stop others acting in violation.

For violation of a trust or fiduciary duty, the trustee may be legally enjoined from acting as a trustee, suspended or removed from office, made to pay civil damages, criminally fined or convicted, or sentenced to a term of imprisonment.

Areas of legal liabilities are listed below. (Of necessity, the discussion consists of generalizations. It should not be considered a definitive exposition of the law. The examples given do not indicate their specificity to advisory or administrative type boards having different functions.)

1. ERRORS OR MISTAKES IN EXERCISE OF AUTHORITY

2. ACTS IN EXCESS OF AUTHORITY

   (The library board and individual trustees have no authority that is not specifically granted.) Trustees can be sued if they or their employees make errors when they act outside the scope of their library authority on the job.

   Example: Censorship; dress codes for employees.

3. MALFEASANCE

   Examples: Fiscal misappropriation; acceptance of a bribe.

4. NONFEASANCE

   Trustees can be held liable for failing to act when they should have acted, either to do something required by law or to stop actions that are illegal.

   Examples: Attending a meeting where action is taken in violation of the Brown Act, and with knowledge that the meeting violates the Act. Trustee is guilty of a misdemeanor. (Further, the jurisdiction can be enjoined by the courts from violating the Act.) If there is deliberation without action, the criminal penalty is not applicable; only civil proceedings are available.

   Failure to act ministerially as prescribed by law; library board liable if such failure injures any person or group.

Failure to stop library patrons from making duplications of cassettes in violation of the copyright law.

Failure to meet as regularly scheduled. Although this seems innocuous enough, it may result in a board being held legally liable if that no-show occasion causes some person physical or financial injury.

Failure to complete required reports, governmental projects or any contract as agreed upon.

Failure to file, within 30 days of assuming office, a personal Statement of Economic Interests in compliance with Conflict of Interest Code of California Political Reform Act (if library board has been designated in Conflict of Interest Code of local jurisdiction). Penalty for late filing is $10 per day up to $100.

5. NEGLIGENCE

Trustees can be held liable for their own negligence, or the negligence of a librarian whom they supervise.

Examples: Unsafe buildings and grounds, resulting in physical injury.

Interfering with property of another.

Failure to supervise funds.

Insufficient interest accounts.

Loss due to depositing funds over the maximum amount insured.

Failure to make proper investigations when there is reasonable doubt that adequate management systems are being maintained.

6. INTENTIONAL TORT

Trustees can be liable for statements made in haste, or for angry actions of one of their own members or the library staff.

Examples: Libel, assult, slander.

Improper discharge of an employee.

Theft.

7. UNINTENTIONAL TORT

Trustees can be held liable when a member of the board or the library staff, in good faith, makes a statement but is mistaken in judgement or identification.

Example: Accuses a person of committing a crime.

8. CONFLICT OF INTEREST

A trustee can be held liable for making, participating in, or attempting to influence any governmental decision which will affect the trustee's own or his or her family's financial interest tangibly or intangibly. (The trustee has the legal responsibility to disqualify himself or herself from discussion, voting, or taking any action in any board action in which a possible personal conflict of interest exists.) The trustee should not condone other trustee conflicts of interests.

Examples: Voting to let a contract to a company in which the trustee owns stock, even if the company makes the lowest or best bid.

Depositing money in a bank in which a trustee is a bank trustee or employee.

Unauthorized payment of trustees.

Writing specifications so only a favored contractor is eligible.

Using and/or compensating an attorney on the board to do legal work for the library and/or library board.

Using and/or compensating an accountant on the board to audit or check the library and/or library board's finances.

For violation, the trustee can be subject to fines, imprisonment, and loss of license or disbarment. (See also Chapter I--Statutory Authority.)

9. ACTS IN CONTRAVENTION OF STATUTORY DIRECTION

Trustees can be liable for failure to act in compliance with laws or administrative rules.

Examples: Failure to follow rules, regulations and bylaws.

Purchasing property without bidding.

Tailoring specifications to a specific bidder.

Improper reimbursement to trustees and employees.

Authorizing payment of improper expenses.

Speculative investments outside the scope of authority.

Arbitrage (the act of borrowing money at a low rate of interest as a library, then reinvesting it at a higher rate in commercial establishments.)

TRUSTEES' DEFENSES TO LESSEN THEIR LIABILITY

There are several defense actions individual trustees and the board should take to lessen the possibility of personal liability. (The following are generalizations, should not be considered infallible, and are not necessarily in priority order.)

DEFENSES FOR THE INDIVIDUAL TRUSTEE

1. Do not hesitate to seek legal counsel for clarification and advice.

2. Purchase indemnity insurance. Get the policy specifically designed for public officials.

3. Be active and encourage all other trustees to be active by attending meetings, studying, questioning, voting on all issues, and monitoring actions taken.

4. Read the minutes and make corrections. Be certain your vote is properly recorded, minutes of each meeting are maintained, and available to the public. If not in attendance: read the minutes before the next meeting; make any corrections appropriate; request in writing (sent registered mail) that the secretary add a note showing how you would have voted. Explain your position at the next meeting.

5. Vote "No" on proposed actions if you feel you have insufficient information on which to base an opinion, or if you believe the proposed actions are illegal or improper. (Absenteeism or abstention from voting are probably not sufficient to protect a

trustee from liability. An abstention may be considered as a "Yes" or a "No" vote, depending on the board's bylaws.)

6. Be scrupulous concerning personal conflicts of interests. Do not condone the conflict of interests by others. If conflicts are occurring, write a letter of protest for the record.

7. Show strict regard for all Brown Act "public meeting" provisions in all meetings board members hold, and meetings you attend where library or board business is discussed. Do not condone violations.

DEFENSES FOR THE TOTAL BOARD:

1. Secure liability insurance for the board and library. Ask the jurisdiction the board serves to indemnify the board and/or include the board and library in a blanket liability insurance program and liability bond policy. (Many libraries nationwide are investing in insurance policies which protect board members.)

2. Seek clarification or advice from the jurisdiction legal counsel concerning any controversial issues and all legal matters.

3. Take all board actions by majority vote. Take actions through parliamentary procedure with recorded motion, second, and vote; time for member discussion in previously-publicized meeting open for public participation. Make certain all action is recorded in minutes which are maintained and open to public.

4. Adopt bylaws and policies which are maintained in writing, reviewed annually, and on file for the public. Follow those board-adopted bylaws and policies.

5. Scrupulously carry out all Brown Act (public meeting) provisions concerning any meeting of board members, and meetings the board attends where library or board business is discussed.

6. Invite public disclosure of board actions through local media and printed reports available for circulation.

7. Refuse to allow the existence of conflicts of interest on the board.

8. Invite the government jurisdiction to review or audit board records and accounts regularly, if this is not a requirement. Otherwise, schedule regular independent audits by a certified public accountant.

9. Urge regular attendance by all members. Enforce any existing legal rules or regulations requiring a member's resignation or forfeiture of office for a stated number of unexcused absences. Consult the appointive authority concerning a member's extensive absences without reasonable cause.

10. Encourage all members to be active participants, studying, questioning, voting on all issues, monitoring, and causing any committees to function and report.

11. Keep the governing body of the jurisdiction informed of board actions through minutes, reports, etc.

LEGAL ACTIONS FILED

To date, no library board in California has been sued with the claim that a library book inspired some impressionable person to commit a crime. However, recent criminal defenses have been based on undue influence attributed to television programs, and one California librarian has been subpoenaed to testify about the reading habits of an accused criminal.

INDIVIDUAL RIGHTS OF A LIBRARY TRUSTEE

Each trustee has a number of important general rights. He or she also keeps in mind that each fellow trustee has the same ones. They include the following rights:

--To participate in the board's deliberations and actions to the same extent as any other member, with the exception of the additional authority bestowed by the board upon its officers.

--To be informed of board business scheduled for consideration at a specific meeting in sufficient time to permit personal study and review, and presentation to citizens before action is required.

--To request changes in minutes before they are approved in order to assure that they more accurately reflect actual events.

--To request additional information on any matter being considered, and to personally question before a vote is called anyone who appears before the board.

--To express opinions concerning issues or proposed items of business before they are brought before the board for vote, except when debate time has been limited by board consent in advance.

--To bring any concern about issues within the board's legal purview to the attention of the entire board, whether that concern is a personal one or whether it originates from the public.

--To ask the chairperson to clarify the way in which a meeting is being conducted at any time.

--To request that a vote be taken in a specific manner, such as roll call, voice or show of hands, if not inconsistent with the board's written bylaws, rules or policy.

--To request that the minutes record a trustee's opposition to any action approved by a majority vote, or a trustee's support of any action disapproved by a majority vote.

--To move, with stated due cause, to defer action on any item of business until a later date.

--To remain silent.

--To vote "No."

--To abstain from voting with reason explained, or to disqualify himself/herself from voting with reason explained.

--To seek fellow member support (either before or during the meeting) for or against any issue which is to be brought before the board for a vote.

--To seek reconsideration (within the board rules) of any action previously taken.

--To seek support inside or outside the board to review any action previously taken.

--To initiate through a motion any relevant new business within the board's legal purview for the board's consideration.

--To seek legal counsel for questions, clarification of any issue, or review of action taken by the board.

--To request a summary of the policies and procedures which the board has developed since its establishment.

--To review the file of minutes recording previous meetings of the board.

--To obtain a complete and up-to-date list of board members and to have their library board voting records compiled.

--To ask questions and make recommendations relating to effective organization of the board, or completion of its business.

--To request, with due cause stated, that an informal review of fiscal affairs of the board or of the library be made.

--To carry out his or her duties (and to assist the board in carrying out its legal functions) with the degree of independence from, or cooperation with, the head librarian and other jurisdiction officers which the law specifies.

--To resist improper coercion, collusion, domination, or legally unauthorized takeover of the trustee's and the library board's legal functions.

Every trustee also retains the rights of any citizen. They include: participating in political activities of his or her choosing at any level of government, and remaining silent concerning personal political affiliation.

CHAPTER IV

EFFECTIVE BOARD ORGANIZATION

IV. EFFECTIVE BOARD ORGANIZATION

Any library board must function effectively itself before the taxpaying public will judge it capable to serve as administrator or advisor for the complex, big community business which is today's public library.

Ideally, trustees provide representation for the varied group interests in the community. But each trustee's commitment to put service to the total community above any group interest is a vital prerequisite for effective library board organization and operation. The Chula Vista Boards and Commissions Handbook emphasizes this point:

"Although board, commission and/or committee members may be selected in part on the basis of representing clearly defined groups, in order to assure that all interests are voiced and considered, upon appointment members should pledge to represent the overall public good, and not that of an exclusive group or interest. The question, 'What is good for the entire community?' should take precedence over, 'What will increase the advantage of my interest group?'"

To serve effectively as an official public body, the trustees must organize themselves so they can function smoothly and professionally as a group, all working knowledgeably and confidently within clear and agreed-upon operational procedures. When so organized, there will be little need to lose time; bog down in confusion or damaging conflicts among members; or reduce efficiency through a repeated rehash of how the board itself should best proceed with its own business. Instead, the library board will be prepared to devote the bulk of its time and attention to the primary reason for its existence--administering or advising to provide library service matching the public's needs.

ATTRIBUTES OF RESPONSIBLE TRUSTEES

Alice B. Ihrig, 1970 President of the American Library Trustee Association, refers to "professional librarians and professional trustees." She defines a professional "as someone who is a part of the profession of providing library service to people." She believes "the criteria for a professional trustee are precisely those for a professional librarian."

A list of 12 attributes which should apply to responsible trustees and make them real professionals has been compiled by Marilyn E. Stevenson, 1985 President of the California Association of Library Trustees and Commissioners:

"These attributes are the ideal qualities and will help the trustee keep the library a top priority in the community:

"1. Trustees are believers in libraries and library service (even more American than apple pie and flag raising).

"2. Trustees are library users. (One can see them in the stacks, at the catalog, etc.).

"3. Trustees are, in the most positive sense of the word, salespersons for libraries.

"4. Trustees are public relations experts. They promote the public's awareness of public library services.

"5. Trustees are informed persons, especially as to how the library functions. They are continuously seeking information as to what is going on in the library world.

"6. Trustees are caring persons. They are concerned about what the library can or cannot do for the community.

"7. Trustees are idealists. They insist on high standards. They are also idea people, innovators, and sometimes dreamers.

"8. Trustees, in spite of being dreamers, are also realists. They know that not everyone in the community has, or even wants a library card.

"9. Trustees are evaluators. They are constantly asking, 'Is this good enough?'

"10. Trustees are, hopefully and ideally, joiners, goers, high energy people and supporters of causes, especially of library causes.

"11. Trustees are community representatives. It is vitally important for trustees to know about the community.

"12. Trustees are Politicians...with a capital 'P!' They must know the environment for getting things done. They are not necessarily a political party spokesperson, but it certainly does not hurt to have friends in those places."

Inherent in these 12 attributes is a readiness to devote time and effort to the duties of trusteeship.

The efficiency of the board depends not only on individual commitment. It depends on the spirit of the board. The Effective Board, by Cyril O. Houle, includes these examples:

--The board has a sense of being rooted in some important tradition and of providing continuity for a program which has been and continues to be of importance.

--The whole attitude of the board is forward-looking, and there is a confident expectation of growth and development in the program.

--There is a clear definition of responsibilities, so that each person knows what is expected of him or her.

--Everyone concerned with a particular decision actually helps to make it.

--There is a sense that the whole board is more important than any of its parts.

--There is a capacity to resolve dissent and discord or, if it cannot be resolved, to keep it in perspective in terms of larger purposes.

ESSENTIALS FOR EFFECTIVE BOARD ORGANIZATION

Through time and experience, public boards, corporate business, and civic organization boards have found certain "tools" which make the significant difference between commendable effectiveness and counter-productivity. Each of these "tools" works for both advisory and administrative library boards:

1. Trustee Manual for each trustee;

2. Board bylaws;

3. Board operating policy;

4. Board officers with clearly defined duties;

5. Provision for committees with clearly defined roles and procedures;

6. Board records/board minute file;

7. Conduct-of-public-meeting procedure with an advance, written agenda for each meeting;

8. Adherence to parliamentary procedure;

9. Board goals and objectives;

10. New board member orientation program;

11. Board member continuing education program;

12. Board education and library resource file;

13. Clearly defined policies for working relationships with key individuals and groups (head librarian, local jurisdiction governing body and administrative staff, Friends of the Library, etc.);

14. Public/community relations and library advocacy program.

IMPORTANCE OF TRUSTEE MANUAL FOR EACH TRUSTEE

A well-organized Trustee Manual for each trustee is a valuable tool for smooth board operation and knowledgeable participation by all. (Some boards use the title Policy Manual.) One copy kept by the chairperson or secretary does not permit each trustee to use it for quick reference either during an at-home study period in preparation for a meeting, or during a meeting. A copy quickly provided to each new trustee and reviewed during the orientation meeting expedites his or her participation in board meetings with comfortable expertise.

Each board should produce its own manual relevant to its local operation. However, every Trustee Manual should contain key information including: the enabling legislation establishing the local board and its authority; legal duties of each trustee; board bylaws and policies, goals and objectives; current board members and terms of office; current board officers, committees, and responsibilities; clear definition of the duties of the head librarian, and a clear definition of the role of trustees in relationship to the role of head librarian; library mission statement, current library goals and objectives; and library operating policies.

Individual boards may feel it important to include other information. Depending on individual board choice as well as the scope of library operations, some boards have relatively simple manuals while others have compiled complex ones.

Through experience, most boards have found that a durable three-ring binder with tabbed subject dividers is most satisfactory. This permits quick additions of new materials, deletions, plus pages for notes which individual trustees desire to make for their own future reference.

An established policy for an annual review and update of the Trustee Manual by the entire board, or by a special committee set up for that purpose is important. For example, the Palos Verdes Library District Board assigns two of its members to review its Trustee Manual annually.

At the conclusion of this chapter are the outline contents of two versions of a Trustee Manual, provided for sample suggestive ideas to other boards. Another library board's needs may be for one or the other version, or for a version somewhere in between the two.

NECESSITY FOR BOARD BYLAWS

All boards should have written bylaws to control their own affairs. (Some boards may call their bylaws "operating policy.") Bylaws are the internal rules which establish board structure, organization and operational procedures. They should be thoughtfully developed, and adopted by a two-thirds vote after advance public notice and opportunity for comment. Review by the jurisdiction legal counsel before adoption is a wise consideration. Some library board bylaws are required by law to be approved by the governing body of the jurisdiction. Example: county library advisory boards.

Bylaws are essential management tools, making it possible for the board to carry out its legally mandated functions efficiently, expeditiously, democratically and with the public informed of its standard operating procedure.

Failure for a board to establish written bylaws (operating instead through informal and customary practices) can result in damaging misinterpretations and disagreements, time-consuming meetings, legal errors, and even lawsuits.

It is true that the laws providing for the establishment of library boards also establish their functions. But generally these laws are phrased in broad terms, leaving detailed organization and procedures to be developed by the boards. Some examples: The enabling legislation usually does not enumerate all officers and define their duties, or set out the provision for committees.

As an official public body, the library board is expected to have such rules established for orderly, open-to-the-public meetings. California's Ralph M. Brown Act, enacted to insure such open, public meetings, states that a public body "must provide by resolution, bylaw or rule, as appropriate to that body, for the time of holding regular meetings."

A copy of the bylaws should be on file available to the public. A copy should be on file with the clerk of the jurisdiction. The existence of written bylaws is a board defense to lessen liability. (See Chapter III--Legal Duties, Liabilities, Rights.)

Library board bylaws typically provide for:

1. Regular meetings open to public: Date and time; place; other requirements including advance written agenda and advance public notice.

2. Special meetings open to public: Method for calling; other requirements including advance written agenda and advance public notice.

3. Quorum: What constitutes a quorum.

4. Member attendance policy: Provision for excused absences; any attendance enforcement provisions for unexcused absences (in accord with jurisdiction appointive authority).

5. Board officers: Titles; duties and powers; terms of office.

6. Election procedure: Nomination, election date and process; procedure for filling vacancies during term.

7. Standing committees: Title and function; member selection procedure, duties and reporting procedure.

8. Special committees: Member selection procedure, duties and reporting procedure.

9. Conduct of board meetings: Responsibility for advance written agenda; procedure for placing items on agenda; order of business; statement of authority for parliamentary procedure (as current edition of Robert's Rules of Order Newly Revised or other board-accepted authority); provision for public comment (written or oral).

10. Budget: Procedure for preparation and timetable.

11. Required reports: Definition, procedure for preparation and any approval procedure; dates due.

12. Bylaws and operating policies: Procedure for adoption; frequency of review; amendment procedure; fulfilling public notice requirements.

It stands to reason that no bylaws can countermand the directives of the law establishing the board and its functions, nor countermand any other city, county, special library district, or cooperative library system general policy.

The board should keep in mind that bylaws are not, in effect, written in stone. They should be subject to regular review, and amendment, if needed, in order to improve constantly the board's self-management and efficiency. Realistically, bylaws should be reviewed annually and changed, if necessary. (Sample bylaws are provided at the conclusion of this chapter.)

USEFULNESS OF BOARD OPERATING POLICY

Some library boards may call their bylaws "operating policy" or simply "board policy." Other boards may find it helpful to have both bylaws and operating policy. Use of operating policies in addition to bylaws permits library boards to keep bylaws virtually as an outline of board operational policy, while the more flexible operating policies spell out the details of procedures called for. Hence, bylaws do not become unwieldly documents of detail, too frequently in need of amendment. Operating policies also may define roles and key working relationships.

Some examples:

--The bylaws may state that the agenda is to be posted for public information in advance of the meeting. The operating policy may provide detail concerning exact places the notice is to be posted, how many days or hours in advance, and who has the responsibility for preparation and posting (plus other notifications in the event of a special meeting).

--The bylaws may state the frequency of regular board meetings (such as monthly) and the place. The operating policy may set out the day of the month and the meeting hour (negating the need to amend the bylaws should the day of the meeting or the hour need to be changed to fit with current board members' schedules).

--The operating policy may define the respective roles of the board and the head librarian, plus board working relationship policy.

NEED FOR OFFICERS WITH CLEARLY DEFINED DUTIES

All library boards recognize the need for officers. But boards sometimes find that misunderstandings, clashes, or hard feelings among members may result from the board's failure to have established clearly defined duties and powers for each office, all in writing and well understood by everyone. Defining the duties of any office after a misunderstanding or question has arisen may inject long-lasting feelings of personal prejudice which may hamper the board's internal operations and damage the board's public image.

Library boards traditionally elect the following officers:

1. Chairperson or President (For simplicity, to be referred to in this publication as chairperson.)

2. Vice-Chairperson or Vice-President (For simplicity, to be referred to in this publication as vice-chairperson.)

3. Secretary (Sometimes the head librarian, by agreement with the board, may serve; or the governing body of the jurisdiction may provide secretarial service.)

CHAIRPERSON: Since the chairperson has significant leadership responsibilities and does so much to set the tone of the board (internally in its operations and externally in its public image), election of the chairperson merits serious board study. Among considerations: all personal qualifications, especially leadership abilities; commitment to the library plus time availability; ability to work well with people.

The duties and powers of the chairperson generally include:

1. Chief executive: Keeps the board operating effectively, while working well with all board members and other key contacts. Works closely and cooperatively with the head librarian. Serves as diplomatic troubleshooter to identify potential problems and issues which require advance board study and action. Never loses sight of the fact that the chairperson is only one member of the board, not empowered alone to set policy for the board, the library or the governmental jurisdiction the board serves. Graciously walks a delicate line between: front-stage and back-stage, doing and delegating, silence and speaking, pushing and pulling, persisting and praising, listening and leading.

Carrying all the work load for the board is not necessarily the mark of a good chairperson. To bring all other members of the board into the participation picture, and then give them due credit is a greater challenge and accomplishment.

2. Chief spokesperson: Represents the board, both orally and in correspondence.

3. Plans board meetings and presides: Is responsible for advance, written agenda; plans and conducts meetings to assure productive sessions which steadily move the board toward its internal goals and objectives as well as the library goals and objectives, (in so doing always encouraging full participation of all members). The chairperson's knowledge of, and commitment to, parliamentary procedure, plus an understanding of group dynamics can make the difference between a meeting which keeps the discussion focused on the major action issues to be considered, or a rambling, semi-social session.

4. Appoints committees for specific assignments: Exerts care in selecting as committee chairpersons board members who have commitment and ability to lead a committee (with all members' full participation) to reach the board's assigned objective within the assigned time. In selection of committee chairperson as well as committee members, the wise board chairperson recognizes and utilizes any special expertise which potential committee members may have. Persons being considered for committee appointment should always be asked in advance of actual appointment and in private if willing, and if their personal time schedule would permit taking on the assignment. There should be a frank discussion of the time and work such an assignment likely would entail.

   The astute board chairperson diplomatically monitors the progress of the committee and provides help if needed, yet is careful not to dominate. Some board chairpersons serve as ex officio members of all committees except the nominating committee.

Some library boards limit the chairperson's term of office to one year, with the view that rotating the leadership responsibilities creates a stronger board and lessens the potential for a "one person board."

VICE-CHAIRPERSON: The commitment and leadership abilities of the person the board elects a vice-chairperson should be similar to those of the chairperson. The vice-chairperson: 1) automatically becomes the chairperson in the event of resignation or death of the chairperson unless the bylaws provide otherwise and 2) presides in the absence of the chairperson, or whenever the chairperson temporarily vacates the position.

When the vice-chairperson does not want to assume the office of chairperson following the resignation or death of the chairperson, the vice-chairperson must resign unless the bylaws provide otherwise.

In the absence of the chairperson, the vice-chairperson is not an ex-officio member of any committee; cannot fill vacancies in cases in which the bylaws state that such vacancies be filled by chairperson.

SECRETARY: It is important for the secretary to have a general knowledge of the board's statutory authority, bylaws and operating policies as well as parliamentary procedure. The secretary should understand that minutes of a public body must be a clear, concise, factual record for possible later reference or legal evidence showing what specific action was taken, why it was taken, when, and by whom.

The duties generally include:

1. Issues and posts for public notice advance agendas of meetings following specific legal requirements for open meetings.

2. Prepares the official board minutes and keeps on public file; also is responsible for file of all other official board records.

3. Keeps member attendance record; reports unexcused absences.

4. Presides at meetings in absence of chairperson and vice-chairperson until election of a chair pro tem.

5. Handles all correspondence upon advice and/or with agreement with board chairperson.

If the head librarian or a library staff secretary serves as library board secretary, it should be mutually agreed in advance and in writing precisely which responsibilities will be, and which will not be assumed by the head librarian or staff member. Without such a pre-agreement, this could become an area of misunderstanding, conflict, or board resentment that it was not in control of its own affairs.

PROVISION FOR COMMITTEES WITH CLEARLY DEFINED ROLES AND PROCEDURES

Some library boards use committees; some do not. There are considerations to be given both for and against the committee system.

Those favoring committees feel: 1) committees can save the total board discussion time at meetings because a committee can investigate and thoroughly discuss any issue, then present all the pros and cons plus written recommendations (if requested) to the total board for its decision; 2) committees are a method for board members to develop more in-depth expertise in specific issues; 3) committees are a method for action/involvement of all members, may be a way to involve other community members and tap expertise, such as Friends of the Library.

Those who oppose committees feel: 1) committees are a time-consuming approach to what can just as effectively or more quickly be done by the entire board, especially if the board itself is small; 2) committees can become another "burden" for the board chairperson and board to work with and work through; 3) committees may become "cliques" which in effect manage the board, possessive of their areas of focus with a tendency to override any and all other board members' expertise.

Minnie-Lou Lynch, past president of the American Library Trustee Association, points out:

"There is a decided trend to have the board work as a committee of the whole in general areas of library operation, programs, and expansion. This method involves each member in every phase of library development and avoids creating 'specialists' artificially. Special committees may be created from time to time to carry out limited projects on which the total board cannot spend its time. These committees may be empowered to seek advice from members of the community and to do research as background for a decision by the whole board."

If committees are used or if there is the likely possibility they may be used, the bylaws should provide clearly defined committee roles and procedures.

Committees are advisory, unless other powers are specifically delegated by the total board. Committees do not vote to adopt and/or to commit the board, the library, or the governmental jurisdiction to any action or policy. Neither do they act as spokespersons for the board, or take any other independent action unless authorized in advance by the total board. Written committee reports distributed before a board meeting to permit member study are most effective. They can shorten the time required for an oral report.

Committees generally are classified by:

1. Duration--Permanent, or temporary.

   Permanent ("Standing" is term most often used) committees are established for on-going assignments and are in continuous operation. (Examples: finance, public/community relations.) Many experienced library trustees recommend the total number be kept to a minimum.

   Temporary committees are established to perform definite time-limited assignments. They are dissolved when their assignment is completed.

2. Purpose--Special, operational, catagorical, or general.

   Special committees are established to perform a definite time-limited assignment, are dissolved when assignment is completed. (They also could be classified by duration as temporary committees.) Sometimes they include non-board members. Particularly important with special committees is clearly defined purpose, responsibilities and limits of authority, especially a clearly understood decision authority.

3. Degree of authority--Active advisor, limited advisor, or limited agent.

   Active advisory committees generally are established to make a study of a particular problem; determine options for its resolution, listing advantages and disadvantages of each option; and make recommendations to the board for its final decision. These committees may include non-board members with special expertise.

   Limited advisory committees generally are established to do research, and report findings to the board. They do not make recommendations. This is a method of maintaining strong board control because the board makes all decisions.

NECESSITY OF BOARD RECORDS/BOARD MINUTE FILE

A complete and accurate file of board minutes plus any supporting material for actions taken, other important documents and correspondence is a must for a public body and for board operational effectiveness. The records also are crucial for legal purposes (especially to lessen trustees' legal liability), and for future board reference.

The records need to be readily available to all board members in the library or library office, not kept in the home of the chairperson or secretary. Public records also should be available to the public.

VALUE OF ADVANCE, WRITTEN AGENDA

The thoughtfully prepared agenda, mailed to members well in advance, is a key to each meeting's productiveness, and ultimately to the board's cumulative record of effectiveness. Rambling discussion meetings, random attention to subject, unanticipated issues presented, and forgotten or "too-late-now-to-take-action" approaches mark the unprofessional board. They reduce the board's significant accomplishments. They hurt the board's public image with the governing body of the jurisdiction and with the community.

Implicitly understood: The chairperson's firm hand on the gavel may be necessary to prevent the major focus from waivering pointlessly. Also implicit is the commitment of the total board to keep to the agenda for each meeting. With experience, members will notify the chairperson in advance about items they propose for the agenda.

Here is the frank advice of American Library Trustee Association Past-President Minnie-Lou Lynch:

"In preparing the agenda, one chief aim should be kept always in mind: to make every board meeting meaningful. More absenteeism results from simple boredom than from any other cause. Routine business there always must be, but the community leaders who serve as members of the library board will come to feel repeated routine meetings a waste of their time, falling far short of their own purpose in undertaking trusteeship of the library. The library board that must resort to frantic last-minute calls to turn out a quorum is a library board in trouble, and the apathy of the 'bored' members will be reflected by a stagnating library program.

"There is plenty of latitude allowed by the category of 'new business' to offset this threat. Library boards are the planning officials of the library, and time should be reserved at every board meeting for consideration of the library's next progressive step. Routine business should be disposed of as quickly as possible to leave time for discussion of other matters. The board's long-range plans should always be kept as a 'live' subject for such discussions, and never shelved or taken for granted. The board's continuing study of the standards and ways of achieving them should also be kept before the members."

METHODS FOR STREAMLINING AGENDA/MEETINGS

How can routine business be disposed of more quickly to leave significant time for focus on the next progressive steps, and for stimulating new ideas? One approach is the new streamlined agenda procedure methods which boards are increasingly using. As the Wisconsin Library Trustee Reference Manual suggests to library board trustees in that state:

"Rather than calling the roll (a bit silly when there are only eight or nine members, and everyone knows who is absent), the chairman states: 'Let the records show that all members are present except (names).' The secretary lists in the minutes members present and absent.

"Minutes of the previous meeting are distributed with the agenda and other materials about five days prior to the meeting. The board chair asks for any corrections to the minutes and then asks for their approval as amended. The minutes are NOT read at the meeting.

"Correspondence and communications are limited to matters of grave importance. Other correspondence is handled directly by the appropriate committee or staff and included in their reports to the board along with disposition.

"The report of the librarian should be as brief as possible and sent to the board in advance for consideration. The librarian's verbal report succinctly restates the issues, provides the latest information, and then asks for questions, comments or discussion.

"The financial report relates the expenditures to program accomplishments. It compares year-to-date expenditures with budget and provides rationale for major discrepancies. It also projects the next month's or quarter's expenditures.

"Very brief committee reports (one or two paragraphs) are written and sent to board members with the agenda and minutes unless the committee has completed its assigned task and/or it has specific recommendations for action.

"'Old or unfinished business' was the catch-all term for matters that were unresolved in prior meetings. In current practice many boards eliminate the vague term 'old' business and instead list on the agenda specific 'items for action' and 'items for discussion.' Such items might include motions that have been tabled and referred to committee for study, as well as committee recommendations which are proposed as motions after a committee's report in order to introduce them before the board for discussion and vote."

Some other tips for streamlining agendas/meetings:

- Do not clutter an agenda with information-only items which could be reported to members in a memo or advance report.

- Mail members in advance all possible background material in order to prevent meeting time being consumed with questions the material would answer.

- Space out committee reports so no one board meeting is taken up with too many lengthy reports.

- Place urgent, difficult issues and issues requiring action as soon as possible after the meeting starts.

- In the agenda, mark "ACTION" beside those issues on which action must be taken, so trustees will be alerted to issues on which they must make decisions.

- Estimating the time required for each issue and indicating that time on the agenda, plus the time of anticipated adjournment, may help keep the meeting moving.

- Do schedule the presentation, report or remarks of any invited person or distinguished guest as soon as possible after the meeting opens. Then he or she may be excused to leave without sitting captive through almost the entire board meeting waiting to speak. That is professional; that is courteous.

SAMPLE AGENDA: (The order of business incorporating the new streamlined agenda method generally followed by many library boards.)

Call to Order -------- The regular meeting of the ____(name)____ Library Board will come to order.
Roll Call ----------- Let the record show that all members are present except ____(names)____.
Welcome ----------- To members and guests. Introduce invited guests and acknowledge any members of the public present.
Approval of Minutes-- The minutes of the meetings of ____(date)____ have been sent to you. Are there any corrections? (Call for motion to approve or approve as amended.)
Special Order-------- Any reports, presentations or remarks by invited guests, etc.
Agenda Items-------- Correspondence and communications
- Head librarian's report
- Committee reports
- Financial report
- Chairperson's report
- Unfinished business (Or Items for Action)
- New business (Or Items for Discussion)
- Public hearings and public comment
- Trustees' comments
- Review preliminary agenda for next meeting

Adjournment--------- The meeting is adjourned to ____(date)____ at ____(time)____.

RESPONSIBILITY FOR PREPARING AGENDA

Responsibility for preparing the agenda is a most important responsibility--and power. Generally, the agenda is prepared by the chairperson, or at least the agenda has the approval of the chairperson. The chairperson's advance consultation with the head librarian, or perhaps preparation of the agenda in consultation with the head librarian, contributes to a healthy working relationship. But the degree of board control of its own agenda (hence board control of the functions for which it and it alone is held legally responsible) is one which may merit an advance, written agreement of respective responsibilities between the board and head librarian.

IMPORTANCE OF ADHERENCE TO PARLIAMENTARY PROCEDURE

A library board's bylaws declare that the board will utilize parliamentary procedure to conduct its meetings. But to do so requires a commitment plus a general understanding of the basics of parliamentary procedure by all. The purpose of parliamentary procedure is to permit the group to transact business speedily and efficiently, insure an orderly meeting, and protect the rights of each individual. It does so by providing a mechanism whereby: 1) only one subject may rightfully claim group attention at one time; 2) every proposal properly presented for consideration is due a free and full debate; and 3) the will of the majority is determined in orderly procedure, while preserving the rights of the minority. Hence, effective use of parliamentary procedure is essential for a public body. Yet it must be kept in mind by all that parliamentary procedure is to facilitate meetings, and is not intended to become an obstacle itself.

A current edition of Robert's Rules of Order Newly Revised (or the parliamentary source the bylaws cite) should be readily available at each meeting.

KEY POINTS IN PARLIAMENTARY PROCEDURE

No full-scale discussion of parliamentary procedure is possible here, but several key points merit brief review since experience indicates they most often are cause for questions:

MAIN MOTION-------------------- Introduces proposal. This motion must have a second; is subject to discussion and amendment.

AMENDMENT OF THE FIRST ORDER--- Changes wording of Main Motion by adding to, striking out word or phrase, or substitution word or phrase. May be proposed only during discussion of Main Motion; must have a second; is subject to discussion and may itself be amended.

AMENDMENT OF THE SECOND ORDER-- Changes wording of Amendment Of The First Order. Steps are same as for Amendment Of The First Order.

SUBSTITUTE MOTION-------------- Serves same purpose as an amendment, but with greater scope. Will change an entire paragraph or even the entire Main Motion. The use of a Substitute Motion will provide an alternate to a vote which probably will fail; quite often prevents split vote. Must have a second; is subject to discussion and amendment.

MOTION TO POSTPONE------------- Refers Main Motion to future meeting. It is subject to discussion, and to amendment.

MOTION TO LAY ON THE TABLE ----- Postpones a motion; must have a second, but is not debatable.

MOTION TO TAKE FROM THE TABLE-- Re-introduces motion; must have a second, but is not debatable.

(NOTE: Reference source is Robert's Rules of Order Newly Revised.)

Other key points:

1. To introduce a motion, first obtain recognition from the chair. Then state "I move that..." (NOT "I make a motion that...;" or NOT stating intentions followed by "I so move.) Always state motions as clearly and as simply as possible.

2. Any motion must be restated by the chairperson exactly as originally stated: 1) after the motion has been seconded and before calling for discussion; 2) when the chairperson takes the vote.

3. If an amendment is proposed, the vote on the amendment is taken first. Then the chairperson calls for further discussion of the Main Motion as amended, or as unamended if the proposed amendment failed.

4. The two occasions when a member need not wait for recognition from the chairperson before speaking are: to make a Parliamentary Inquiry, (ask if an error has been made in parliamentary procedure); to make a Point of Order. Because correcting a mistake as soon as possible is necessary, the Point of Order Motion may interrupt a member speaking.

5. The chairperson must keep the group discussion concentrated on the motion before the house.

6. At all times the chairperson must be a neutral presiding officer, showing no partiality and at no time expressing a personal view on the motion. If the chair wishes to express his or her own views, the vice-chairperson should be asked to preside.

7. If there is no discussion when the chairperson calls for it, the chair tries to encourage discussion by calling on each member to express a view before the chairperson takes the vote.

8. A motion may be out of order, but not the member, unless that member is causing a disturbance.

NEED FOR NEW TRUSTEE ORIENTATION PROGRAM

Much already has been said about the importance of a new trustee orientation program. This discussion will focus on ways to make it most meaningful. An effective program: 1) begins immediately following appointment or election and before the new trustee attends a library board meeting; 2) immediately provides the new trustee with a copy of the library board's Trustee Manual as a key orientation guide; 3) includes an orientation session; 4) extends beyond the new member's first board meeting.

Early orientation of the new trustee helps the library board keep up its action momentum instead of marking time while the new member struggles to figure everything out alone. It helps prevent misunderstanding which may have long-lasting effects. It means that all board decisions are based on full-member knowledge.

If the new trustee is to be able to participate quickly and knowledgeably in decision-making, he or she needs to know before attending the first board meeting how the board operates; its goals, objectives and policies; what decisions it faces immediately; what and why plans and actions have been formulated in the past; laws affecting both board and library; and resources available. He or she also needs to know the library goals and objectives, organization and operating policies.

Useful is information concerning the cooperative library system of which the local library is a member, as well as information to place the local library in perspective with other libraries, to bring into sharp focus the state and national library picture, and the challenges all libraries face. In that connection, it will help for the new member to know the goals and activities of the California Association of Library Trustees and Commissioners; to have a copy of this Trustee Tool Kit for Library Leadership; to know the activities of the California Library Association, the American Library Trustees Association, the American Library Association; and to know he or she is encouraged to participate in these organizations.

Early, too, every new library trustee should know the role of the California State Library, and be provided with a copy of California Libraries in the 1980s: Strategies for Service, the California Library Trustees Directory, and other State Library publications.

SPECIFIC ROLES IN ORIENTATION PROGRAM: The board chairperson, the other trustees, and the head librarian all have important roles in an orientation program.

CHAIRPERSON/PRESIDENT'S ROLE:

1. Contact new trustee immediately following appointment or election to extend a personal welcome to the board and to report the forthcoming trustee orientation program.

2. Suggest a brief personal meeting promptly to get acquainted and to present a copy of the library board's Trustee Manual (and perhaps a copy of this publication). Or arrange to mail immediately.

3. Report date, time, and place of next board meeting.

4. Brief new trustee on pending issues to come before the board at its next meeting to give the trustee maximum time for needed background study.

5. Explain that at the beginning of the next meeting some time will be spent in an orientation program. Still-unanswered questions will be covered at that time.

6. As soon as possible, involve new trustee on a committee or a specific project to increase the sense of participation.

HEAD LIBRARIAN'S ROLE:

Contact new trustee for a personal welcome and tour of the library to meet key staff members. The head librarian should also explain library goals, organization, and policies.

ALL TRUSTEES' ROLE

1. Make new trustee feel a welcomed, respected participant; show no trace of senior-trustee "clubbiness."

2. Encourage new trustee's questions and participation, with a patient willingness to take additional time to provide background on issues and actions which started before his or her term began.

3. Be willing to hear and consider a new and perhaps quite different view of the present situation, or alternate approaches to problems and proposed actions. Infusion of new thinking should be viewed as a valued new resource, not an opportunity for a put-down by a senior board member because "that's not the way we've done it in the past."

VALUE OF TRUSTEE CONTINUING EDUCATION PROGRAM

Job-related continuing education is considered essential today by business and government executives, educators, and professionals. It is standard practice for library staff members. Formal or informal programs provide updated information and learning opportunities to enhance performance. Such continuing education programs also are invaluable for library trustees who recognize they too have a responsibility: to keep fully appraised of current developments, and constantly to advance their expertise.

"Every trustee who enters upon service to the library has a choice to make: to be indifferent, acquiescent, and ineffectual, or to learn everything possible about the responsibilities of trusteeship and so fulfill the public trust," emphasizes Virginia G. Young, past president of the American Library Trustee Association.

A well-organized and methodically-pursued continuing education program for members should be standard operating procedure for all library boards. It should be planned for, and budgeted for.

Wisely encouraged and provided for in the library board budget is member attendance at conferences, workshops and seminars which relate to the board's function and to libraries. For example: Since 1983 the California Association of Library Trustees and Commissioners (CALTAC) has conducted an annual series of regional CALTAC-WILL Workshops to assist trustees. Experts have been brought together to focus on problems and solutions, discuss emerging challenges, and answer individual trustee questions. CALTAC annually publishes the proceedings for trustee review and reference.

There are a number of other helpful sessions trustees may attend. The California State Library sponsors and assists groups in planning special programs on library issues, such as intellectual freedom and the literacy campaign. Programs and workshops throughout the California Library Association's Annual Conference cover a variety of current library issues. Conferences, workshops, and seminars which trustees may attend are held periodically by such groups as the County Supervisors' Association of California, League of California Cities, universities, and local jurisdictions on such subjects as planning/management techniques, and financing local government services. Library-related training in grant-writing, special services, automation, circulation systems, etc. are often available locally or regionally for library staff members. They can permit trustees to keep abreast of latest techniques.

Also wisely encouraged and budgeted for is membership in state and national trustee/library organizations, such as CALTAC, CLA (including CLA's constituent library management organization CIL), and the American Library Trustee Association. For example: This Trustee Tool Kit For Library Leadership publication is the trustee-directed CALTAC's response to the special needs of its members. CALTAC's landmark first edition, published in 1981, produced an overwhelmingly favorable response, and subsequent trustee calls for this updated and expanded edition.

Some library boards allot a period during each meeting or at periodic intervals for continuing education. For example: The Commerce Public Library Board scheduled time at each meeting to discuss material contained in the first version of this publication.

SIGNIFICANCE OF TRUSTEE RESOURCE BOOKSHELF

For members' study as well as for reference assistance in board operations, a Trustee Information and Resources Bookshelf should be established in the library office or in the library through cooperation with the head librarian. (Trustees also should be alerted to new publications in their field of interest.) Such a bookshelf additionally may prove useful to members of the local jurisdiction governing body and staff, potential library board members, and others in the community interested in the library. (See Chapter XI--Helpful Organizations, and Chapter XIII--Bibliography and Recommended Reading.)

SAMPLE LIBRARY BOARD MANUALS

Following are two sample library board operating policy manuals (Trustee Manuals). One is from Arcadia (appointed administrative library board in a charter city). One is from Palos Verdes Library District Board (elected administrative special district library board). They may provide suggestive ideas for other boards, including advisory boards.

ARCADIA PUBLIC LIBRARY POLICY MANUAL

1. Organizational Chart
2. Library Hours of Operation
3. Objectives of the Arcadia Public Library
4. Rules and Regulations of the Board of Trustees of the Arcadia Public Library
5. Ordinance No. 1450
6. Library Bill of Rights
7. Statement of Book Selection Policy
8. Library Board Procedure for Handling Book Complaints
9. Library Fees & Fines Adopted by the Library Board of Trustees
10. Art & Lecture Room Rules
11. Display Policy of the Arcadia Public Library
12. Dissemination of Free Material
13. Circulation Department Policy
14. Reference Department Policy
15. Cataloging Department Policy
16. Children's Department Policy

PALOS VERDES LIBRARY DISTRICT BOARD POLICY MANUAL

TABLE OF CONTENTS

1000.0 INTRODUCTION:

Introduction to Manual; How to Use Manual; Directory of Board Members and Administration; List of Emergency Numbers and Emergency Procedures; List of Library Policies; Historical Information and Physical Description; Map of Boundaries; Updating of Manual.

2000.0 PHILOSOPHY AND GOALS:

Objectives; American Library Association Bill of Rights; Intellectual Freedom; Violation Report Form; ALA Labeling and

Freedom to Read Statement; Policy of Confidentiality (ALA); Goals; Master Plan.

3000.0 GOVERNMENTAL REGULATION
State of California Legislation; Elections and Vacancies; Funding; Miscellaneous (Ralph M. Brown Act, Meyers-Milias-Brown Act; Harmful Matter-Penal Code, Miscellaneous Provisions of Education Code, etc.; Federal Legislation (National Library and Information Services Act, Copyright Law of the United States); County Legislation (Conflict of Interest Code, Disclosure Code of Los Angeles County, etc.)

4000.0 PERSONNEL:
Outline of Staffing and Organization Chart; Director; Memorandum of Understanding; Personnel Policies and Procedures; Relation with Employee Union.

5000.0 LIBRARY OPERATION:
Hours; Library Use; Eligibility; System Advisory Board; Withdrawal of Library Privileges; Behavior Control; Fallout Shelter; Storage; Copyright Regulations; Policies Covering Use of Library Facilities; Art Exhibit and Display Case Policies; Sample Applications and Exhibitor Release Forms; Meeting Room Policy and Application; Procedures for Display and Distribution of Materials of Community Interest; Procedures for Handling Requests for Collection of Signatures for Ballot Consideration; Policy for Display and Distribution of Candidates' Materials; Policies Concerning Library Operations; Library Materials Selection Policy; Policy for Disposal of Materials; Retention of Administrative Records Policy; Fines and Fees; Charges for Lost Materials; Additional Charge for Other Services, Equipment, Meeting Rooms, etc.; Gifts; Citizen Complaints; Volunteer Program.

6000.0 RELATIONSHIPS AND AFFILIATIONS WITH OTHER ORGANIZATIONS:
Professional and Library-Related Organizations; Local Organizations (Coordinating Council, Chamber of Commerce, League of Women Voters, Shopping Center, etc.); Local

Governmental Jurisdictions (local cities, school districts, Governmental Jurisdictions (local cities, school districts, Homes Associations, etc.); Women's Club; Business Council; etc.

7000.0 BUSINESS AND LEGAL:
Budget Process; Calendar; Current Budget; Chart of Accounts; Reserves (Defined and Uses); Required Annual Reports; Audit Information; State Library Reports; Statistical Reports; Purchasing Policy; Funding Sources; Property Taxes; Augmentation Fund; Internal Income; Insurances; County Counsel; Labor Relations; Agreements and Contracts; Property Restrictions.

8000.0 BOARD OF LIBRARY TRUSTEES POLICIES AND PROCEDURES:
Elections; Vacancies; Official Tabulation of Votes; Orientation of Newly Elected Members; Officers; Election of Officers; Committees (Student Board, Public Information, Long Range Plan Review, Budget, etc.); Board Responsibilities and Guidelines; Administration Leeway in Absence of Board Policy; Request for Staff Services; Appointments; Expense Reimbursement Policy; Procedural Guidelines (access to facilities, correspondence); Benefit Affairs; Board Meeting Policies (Time and Place, Special Meetings, Executive Sessions, Parliamentary Procedure, Quorum, Order of Business, Minutes, Agenda Packets, Adequate Information to Precede Action, Trustee Suggestions, Official Reports, etc.)

8010.1 Note: The items listed under each major section should be identified by separate numbers, and each item should be on a separate page (i.e. 8000.0, 8010.0, 8010.1, 8100.0 etc.). Some of the items in the Policies and Operations Manual could be listed and referenced only, and then placed in another Reference Manual to keep the manual less bulky and more manageable (i.e. Governmental Regulations' texts could be in the Reference Manual and only listed in the Policies Manual with a cross reference.)

SAMPLE: LIBRARY BOARD BYLAWS

ARTICLE I--NAME

This organization shall be called "The Board of ________ of the ________ Library" existing by virtue of the provisions of Chapter ________ of the Laws of the State of California (or Charter or Ordinance of the City of ________), and exercising the powers and authority and assuming the responsibilities delegated to it under the said statute.

ARTICLE II--OFFICERS

Section 1. The officers shall be a ________, a ________, and a secretary elected from among the members at the annual meeting of the board.

Section 2. A nominating committee shall be appointed by the ________ three months prior to the annual meeting who will present a slate of officers at the annual meeting. Additional nominations may be made from the floor.

Section 3. Officers shall serve a term of one year from the annual meeting at which they are elected and until their successors are duly elected.

Section 4. The ________ shall preside at all meetings of the board, authorize calls for any special meetings, appoint all committees, execute all documents authorized by the board, serve as an ex-officio voting member of all committees except the nominating committee, and generally perform all duties associated with that office.

Section 5. The ________, in the event of the absence or disability of the ________, or of a vacancy in that office, shall assume and perform the duties and functions of the ________.

Section 6. The secretary shall keep a true and accurate record of all meetings of the board, shall issue notice of all regular and special meetings, and shall perform such other duties as are generally associated with that office.

ARTICLES III--MEETINGS

Section 1. The regular meetings shall be held each month, the date and hour to be set by the board at its annual meeting.

Section 2. The annual meeting, which shall be for the purpose of the election of officers and the adoption of an annual report, shall be held at the time of the regular meeting in (month) of each year.

Section 3. The order of business for regular meetings shall include, but not be limited to, the following items which shall be covered in sequence shown so far as circumstances will permit:

a) Roll call of members
b) Disposition of minutes of previous regular meeting and any intervening special meeting
c) Financial report of the library
d) Action on bills (if applicable)
e) Progress and service report of head librarian
f) Committee reports
g) Communications
h) Unfinished business
i) New business
j) Public presentation to, or discussion with, the board
k) Adjournment

Section 4. Special meetings may be called at the direction of the _________, or at the request of _____ members (a specified number) for the transaction of business as stated in the call for the meeting.

Section 5. A quorum for the transaction of business at any meeting shall consist of _________ members (a specified number) of the board.

Section 6. An affirmative vote of the majority of all members of the board shall be necessary to approve any action before the board.

ARTICLE IV--LIBRARY DIRECTOR AND STAFF

(NOTE: For suggested use of Administrative/Governmental Library Board) (If city library, consult city personnel ordinances to determine if library personnel are under board authority.)

The board shall appoint a qualified library director who shall be the executive and administrative officer of the library on behalf of the board and under its review and direction. The director shall recommend to the board the appointment and specify the duties of other employees. The head librarian is responsible for the proper direction and supervision of the staff, for the care and maintenance of the library property, for an adequate and proper selection of books in keeping with the stated policy of the board, for the efficiency of library service to the public and for its financial operation within the limitations of the budgeted appropriation. Sometimes, in the case of part-time or temporary employees, the director may have interim authority to appoint without prior approval of the board provided that any such appointment shall be reported to the board at its next regular meeting.

(NOTE: For suggested use of Advisory Library Board)

The library board shall be available to assist in the selection of a qualified library director.

ARTICLE V--COMMITTEES

Section 1. The ________ shall appoint committees of one or more members each for such specific purposes as the business of the board may require from time to time. The committee shall be considered to be discharged upon the completion of the purpose for which it was appointed and after the final report is made to the board.

Section 2. All committees shall make a progress report to the library board at each of its meetings.

Section 3. No committee will have other than advisory powers unless, by suitable action of the board, it is granted specific power to act.

ARTICLE VI--PARLIAMENTARY AUTHORITY

The current edition of Robert's Rules of Order Newly Revised shall be the authority on all questions of parliamentary law unless in conflict with these bylaws or with the laws of the State of California.

ARTICLE VII--AMENDMENT OF BYLAWS

These bylaws may be amended at any regular meeting by a two-thirds vote, provided that the amendment has been submitted in writing at least thirty (30) days prior to the date of any such meeting, or at the previous regular meeting.

CHAPTER V

SYSTEMATIC PLANNING PROCESS

V. SYSTEMATIC PLANNING PROCESS

"The ability to plan strategically for change in the next decade will be a central issue for librarians and library users," California State Librarian Gary E. Strong stressed to library trustees attending the first CALTAC-WILL Regional Workshops in 1983-1984.

Planning is the essential heart of library board responsibility, whether the board is advisory or administrative. Without systematic planning for the future, a library board or a library clings motionlessly to its past track ignoring the changing scene; or it jerks about--in response to some group's interest skillfully presented; in acquiescence to dominating personality; in short bursts of sporadic fervor for a whim or a passing fad; or in coping with crisis.

NEED FOR SYSTEMATIC PLANNING

Planning may be viewed as the process of controlling change rather than being controlled by change. Change always has been a crucial part of library life. Today changes are accelerated--especially changes in technology, community size and composition, individual life styles, people's expectations for public service, and library funding. In reality, there is no status quo. For to fail to change in a changing scene is to fall behind simply by standing still; to be unconsciously mired in the past.

Public Library Association Research Director Mary Jo Lynch summarizes the importance of systematic community-based planning:

"There was a time when public libraries were funded out of society's surplus funds. Therefore, few questions were asked about what return a community was getting on dollars spent for library services. In recent years, however, things have changed; the library is one of many public services to be supported by increasingly scarce public funds. In these new circumstances, community-based planning is essential. People cannot be expected to support the library unless it is adding something positive to the quality of life in that community."

Two past presidents of the American Library Trustee Association, Virginia G. Young and Minnie-Lou Lynch, share wisdom based on experience in The Library Trustee: A Practical Guidebook:

"Library trustees must never be willing to simply drift from year to year. Practices from the past can be carried forward by sheer inertia. But today's trusteeship calls for creative thinking and positive action...To move the library forward in an age of change necessitates careful planning today. There are some basic assumptions with which trustees will want to begin. (1) Planning is essential. (2) The librarian and board are partners in planning. (3) The end objective of library planning is service to people. (4) Local planning should be related to the overall state plan where one exists."

IMPORTANCE OF INVOLVEMENT OF ALL BOARDS IN LIBRARY PLANNING

For library trustees, planning actually is two-phased. It involves: (1) planning for the library board itself; and 2) planning for the library (in the case of system advisory boards, assisting in the planning for the cooperative library system which serves multiple libraries in a regional area).

Planning for the board is essential to determine its own goals, objectives, priorities, policies, and proposed budget. It is important to mesh the board's goals, priorities and action plan with the library's, so all are working in tandem for the overall cause--effective and responsive service to all the people in the community. In the process of planning for its own operations, the wise board never neglects effective relationships with the head librarian.

All phases of planning for the library should involve library boards, in working partnership with the head librarian and staff, because the trustees represent the community, and they serve as liaison with the governing body of the governmental jurisdiction. Their input and involvement, even as advisory boards, adds depth and weight to strengthen conclusions drawn and decisions made. Their input, their involvement, and their subsequently heightened understanding of all reasons behind decisions makes the trustees even more effective advocates for the library.

Experienced librarian, Lelia C. White, Director of the Oakland Public Library, emphasized the importance of trustee involvement in library planning at the 1983-1984 CALTAC-WILL Regional Workshops:

"The politics of planning focuses heavily on a library's trustees and commissioners. They have a special role as members of a group concerned with formation of library policy--it is to their benefit and ours that they be as well informed as possible. Experience with the nitty-gritty of writing a plan adds a dimension to commissioners' knowledge of the library's situation which goes far beyond what a director's report at the monthly meetings can tell them. Knowledge of the library and its future through working with development of a master plan forms the commission into a team which works with staff as we speak for the library's plans before the political structure of the city...A helpful and articulate library commission can be one of the strongest supports available to a successful plan and its implementation."

As a helpful means of reviewing the existing planning process, trustees for a public library, or system advisory board members might ask the following questions:

1. What are the long range and the short range goals for our library board? For our library? For our cooperative library system? Is there a plan of action realistically designed to achieve those goals within any specific time frame?

2. Who is involved in developing these goals and action plans? How are they involved?

3. What sources of information are used as a basis for planning? How much of the planning is based on fact, and how much on assumptions? Is the information current? What additional sources of information would be helpful? Do we need to make

some factual survey or study to provide additional vital information which we presently are assuming?

4. Periodically as we proceed, do we take the time to evaluate our goals and plan of action to assess progress and relevancy in light of changed needs, barriers or problems, or other circumstances? What dictates our change? Facts? Feelings? Assumptions?

5. Do we commit our goals and plan of action to paper? What system do we follow to share our planning decisions with the administrative body of the governing jurisdiction and with the people in the community?

6. Do our goals and plan of action consider not only services to be provided, but financing, personnel and plant facilities or other materials required?

7. How do we use our goals and plan of action in the process of planning the proposed library budget?

8. How do our goals and plan of action mesh with our established library policies, (i.e. book selection policy, circulation policy, etc.)?

9. What is the community image of our library board as the overall guiding force in determining library role and service? Is the community image justified? Or unjustified? If the library board's image merits changing, how can a trustee, or how can the board move to change the image?

For all library boards to plan systematically and effectively, three points cannot be overemphasized: An effective working-partnership between the library board and the head librarian is essential for either to succeed, and for the library successfully to serve the community and all its people. Planning decisions have long-range impact.

Research study after research study overwhelmingly shows that the key to success for any board or organization is how effectively it can plan a visionary, yet reasonable and workable course of action leading to specific, pre-determined goals. The nation's most successful corporations, as well as government at all levels, constantly schedule seminars on systematic planning techniques for their elite corps of top executive-management officials. They have learned that systematic planning is a process which cannot be too much studied or reviewed to sharpen skills. This chapter provides an opportunity for community leaders who serve on library boards to review and to adapt aspects of time-tested techniques in order to maximize their own expertise.

DEFINITION OF SYSTEMATIC PLANNING PROCESS

Planning is a systematic decision-making process through which an organization: sets goals it determines important to achieve in order to meet verifiable unmet needs; then develops well-defined steps and strategies for reaching those goals within a definite time frame. In short, the systematic planning process answers the questions: "Where are we? Where do we want to go? How do we want to get there? What are the priority steps to produce success in reaching the goals? (NOTE: Sometimes people use the word "plan" to mean the goals and strategies themselves, i.e., "Here is our plan." In this publication, the word "plan" is used to mean only the process of decision-making.)

VALUE OF WRITTEN WORKING PAPERS, PLANNING DECISIONS

Wisdom dictates that each step should be written and retained. There are several significant advantages. These benefits are:

1. Document the course of action, and how it was determined;
2. Available to others for discussion, clarification, eliciting their support;
3. Provide background for review and evaluation;

4. Assist in the establishment of related policies;
5. Helpful as supportive documentation and working papers in finalizing and presenting the proposed budget;
6. Permit clear measurement of progress, accountability, and focus on problems.

13 PROGRESSIVE PLANNING STEPS TO SUCCESS

The systematic planning process generally includes 13 steps in the sequence listed below. Each step will be discussed in more detail in the following pages.

1. Community Assessment.
2. Evaluation of what currently exists in library services and facilities to meet community needs and wants.
3. Determination of needs and wants of people in the community which present services and facilities do not meet.
4. Assessment of changes in library technology, plus any social, educational, economic, and/or political trends which are, or are likely to be, an impact force on the library.
5. Analysis of all currently available library resources, not only monetary but all other, plus any yet-untapped possible resources.
6. Establishment of long range and short range goals to meet the identified unmet needs and wants of all people in the library service area.
7. Development of objectives (or measurable accomplishments) essential to meet all long range and short range goals, with a timetable set for accomplishing each objective.

8. Determination of priorities.

9. Determination and consideration of options and alternate strategies to meet both long range and short range goals, including consideration of barriers and problems inherent in each option or alternate strategy.

10. Development of a plan of action which:

    a) Breaks each objective down into a series of progressive detailed steps or strategies;

    b) Estimates the dollar cost, plus personnel and other resources required for each;

    c) Sets a timetable for each step;

11. Establishment of a proposed budget dovetailed with implementation of goals and objectives;

12. Evaluation at regular intervals to monitor progress and define problems;

13. Implementation of the planning cycle again in light of evaluation.

Not unexpectedly, there are some differing viewpoints about the exact sequence of each step. But the important point is that all steps be given serious attention in the sequence most meaningful to the specific library.

CHARACTERISTIC QUALITIES OF SUCCESSFUL SYSTEMATIC PLANNING

Sound library board planning has eight important characteristics. The planning should be:

1. Responsive to the wants and needs of all the numerous constituencies in the community, or the region served by the cooperative library system;
2. Feasible in terms of resources, time, and conditions;
3. Cost effective;
4. Flexible to meet changes in conditions;
5. Creative;
6. Comprehensive;
7. Involve the participation of a wide spectrum of people so that planning is not simply for the people, but is planning with the people the library is intended to serve;
8. A continuing cycle (planning, evaluation, reassessment and planning again) to control and manage change, and methodically to achieve a greater library in terms of service all people desire.

BENEFITS OF SYSTEMATIC PLANNING

Systematic planning will provide numerous immediate and long range benefits for the library board, the library, and the community:

1. Helps avoid crisis; pressure or "in-reaction-to" management; mistakes; and unclear responsibility;
2. Helps anticipate and organize for change;
3. Assures sufficient lead time to carry out projects effectively;

4. Leads to steady, meaningful, measurable growth and achievements in those phases of library service most needed and wanted by the people the library is established to serve;

5. Sets priorities which help focus efforts, resources, as well as enthusiasm to achieve specific results (as contrasted to efforts so scattered that little or nothing concrete is actually accomplished within the same time period);

6. Provides concise measures of success;

7. Motivates people because it shows clear direction and a vision of the future;

8. Assists materially in justifying the budget proposal, first to the administrative executives (such as the city manager or county administrator) who put together the jurisdiction budget package, and then to the governing body which makes the final budget allocation. Systematic planning provides verifiable evidence of community need plus written library goals, objectives, priorities, and plan of action to meet that need, all of them reflected in the budget proposal;

9. Aids in any efforts to secure special funding or grants because it provides written documentation of measured thinking, careful preparation and stability of intent.

EFFECTIVE PLANNING REQUIRES TRUSTEE COMMITMENT

Systematic planning is not a quick and easy job. But, library trusteeship is not a public trust which any responsible community leader accepts lightly. Success in systematic planning requires a trustee commitment to: give time and concentrated attention throughout the planning process; make a thorough, unbiased appraisal of actual conditions, plus thoughtful assessment of the foreseeable future (not merely assumptions and quick, personal conclusions); follow a methodical procedure; seek out and thoughtfully consider many differing viewpoints; make the necessary hard decisions about the fundamental library role in the community; recognize that scarce community resources have many alternate uses. Success also requires a commitment to systematic planning not as a once-only job, but as a continuing cycle which incorporates regularly scheduled evaluations and reassessments.

ORGANIZING FOR THE EFFECTIVE PLANNING PROCESS

The library board has several options open to it in organizing for the planning job:

1. The board as a whole may undertake the entire process. A series of "focus-on-planning-only" meetings may be scheduled. Or, for sustained, concentrated analysis and discussion, a day-long workshop or several workshops may be scheduled when no other issue is permitted on the agenda to compete for time and attention.

2. The board may conduct community surveys. They are a helpful tool to involve the community in the planning, and to change planning meeting deliberations from "We think people want..." to "People tell us they want..."

3. The board may hold public forums or public hearings during one or several phases of the planning process. This widens opportunity for idea input and exchange of views with a broad spectrum of the community.

4. A standing or a special planning committee of the board itself, working with head librarian and staff, may lay much of the basic groundwork. For example: It may design the community assessment survey, conduct the actual survey and analyze results; evaluate current services in light of community wants; brainstorm; or develop and evaluate options for change. A note

for consideration: Even though a committee does considerable groundwork in the planning process, the library board as a whole will gain by putting itself through the steps in the entire process. Participation expands knowledge. It provides exposure to new viewpoints. It stimulates innovative ideas through group dynamics. It increases each trustee's committed involvement.

5. The board may use individual consultants, or consult groups and agencies with relevant knowledge and expertise. It is also possible to employ or use volunteer community consultants, to work with other jurisdictions (i.e. school districts), and to share information with them as well. Important sources for consultive assistance would be the cooperative library system of which the library is a member, as well as the system advisory board members. Consultation is possible with former library board members; members of city or county planning commissions or staff members, city manager or county administrator; city council members; county board of supervisors; school board; or others with special expertise or background. Outside the community there are a number of excellent available sources for consultation, such as the California State Library, the California Library Association and its numerous chapters, the California Association of Library Trustees and Commissioners, American Library Association, and American Library Trustee Association. (See Chapter XI--Helpful Organizations.) Numerous publications also merit consultation, especially the ALA-published A Planning Process For Public Libraries, (Vernon E. Palmour, Editor). (See Chapter XIII--Bibliography And Recommended Reading.)

6. The board may set up one or several advisory committees representing all segments of the community, and/or advisory committees with certain special expertise. In the planning process, the local Friends of the Library and Library Foundation members may be of material assistance. A wide spectrum of civic organizations, parents' groups and neighborhood associations may welcome the opportunity to give increased attention and support to the library through involvement on advisory planning committees.

IMPORTANCE OF PUBLIC PARTICIPATION IN LIBRARY PLANNING

Leading library professionals across the nation agree: The importance of broad community participation in the library planning process, and the subsequent benefits to the library and community cannot be overemphasized.

Urging that the library plan in conjunction with its community represents a major change in direction for the Public Library Association, which for many years published national standards for public libraries. But PLA leaders decided several years ago that a different kind of document would be needed to guide public library service in the 1980's. Instead of standards to be applied nationally, the Public Library Association now urges "participative planning--librarians and people from the community work together to figure out what should be done.

"It is not the library that is making decisions about what it will do for its community so much as the community which is deciding what it wants its library to be. This shift in the focus of power from the library to the community is critical if the library is to serve its entire constituency and not just the small segment of the population that has traditionally used libraries."

Seeking public participation in planning does not diminish the stature of either library board or the librarian. Nor does it suggest they are unable to come up with ideas, solutions, or reasonable community representation. To the contrary, seeking public participation enhances the library board's stature as a public body determined to hear all points of view in order to make the library what the community wants it to be. Being possessive of authority is no applaudable asset.

Community participation also infuses new ideas and perhaps new ways of viewing the same situation. Involvement leads to broadened community support and understanding. The final results less likely will be viewed as ideas quietly hatched by the few and handed out to the many, with no one outside the chosen circle permitted to contribute facts or ideas. Many more in the community will think of the library as "their library". The library is public business--SO GO PUBLIC! The planning process is a built-in, beneficial-to-the-community public relations program! USE IT!

How enthusiastic about community participation in planning are libraries which have adopted the concept? Lelia C. White, Director of Oakland Public Library, told library trustees at the 1983-84 CALTAC-WILL Regional Workshops:

"Past planning of 10-20 years ago at the Oakland Public Library meant that the Commissioners (advisory board) and the staff met many times and conscientiously decided what was best for the public. With a logical feeling that between them they knew best what was necessary and desirable, these plans were then implemented with good intent and varied results. It was a way to plan in a vacuum and succeeded accidently, not by design.

"A few years ago we started surveying and planning because we felt prodded from several directions by new and energetic commissioners and a newly strident library public. A committee was formed of commissioners, volunteers, general public, very important people, elected officials, city staff and library staff, all appointed to a committee by the mayor to make future plans for the library...In the process of general and specific community input, we learned many surprising things about our patrons."

"A plan developed from good input, measured by output activities and massaged with constant advice from the public and the library's commissioners, will be designed both by the community that will use it and by those who will not use it. A plan developed, fought over compromised and agreed upon together by such a varied group is very strong and enduring."

ALLOWING AMPLE PLANNING TIME VITAL

The prudent library board will start its planning process sufficiently early each year to permit ample working time for every step along the way. Some steps will require considerable time, and that should be acknowledged realistically at the outset. Almost inevitably, all will take more time than they might at first seem to require. Better to allow too much time than too little. Short-cutting because insufficient time has been allotted, hasty decisions, or putting generalities down on paper to meet a deadline crunch will defeat the whole planning purpose and be fair game for criticism.

All steps important for effective planning results in the current year should be decided before a timetable for the entire process is set. These are crucial considerations. For example: Is it important to set up committees which will require time for research and pulling together data? Conduct surveys? Work with consultants? Confer with jurisdiction departments and other agencies? The estimated time required for each should be determined. Additionally, time estimates must be made for adequate public involvement, and the actual planning discussion sessions.

One logical procedure for arriving at the planning process starting date is to establish first the target date for a completed planning document (wisely meshed with the jurisdiction's budget schedule). Then, work backwards from that date, setting down the estimated time required for each step along the way. Evaluating the past year's timetable is a useful guide.

COMMUNITY ASSESSMENT

A community assessment is the development and subsequent analysis of a realistic summary-picture of the community and the people to be served by the library currently and in the foreseeable future, in order to determine, with supportable evidence, their wants and needs. A community assessment generally divides naturally into two categories--community environment description, and population profile.

A thoughtfully developed and analyzed community assessment is of crucial importance. It is the key to all the planning steps which follow. If the community assessment is out-of-date, shallow, or does not truly match the community and all its diverse people, the planning results will reflect it. Community assessment provides a realistic basis for defining the role of the local library to meet local needs instead of its role being matched to an abstract ideal, or some other community library's role.

The initial impulse of some may be: 1) short-circuit the community assessment step in self-confidence that "We already know THAT!" 2) to devote more time and attention to collecting information than actually to analyzing its importance for determining library direction which matches community reality.

Therein stand special responsibilities for trustees: to ascertain that the methodology for data collection and its analysis is sufficiently comprehensive to assure a clear and current picture of place-plus-people; to promote, participate in, or even lead public forums and public planning meetings to hear directly from the library users and non-users what they need and want, as well as how they feel about the library.

Some data collection may be indirect from secondary sources. For example: census and other demographic data; city, county or regional government planning departments and agencies; school districts; other organizations such as Chamber of Commerce, human service agencies, etc.

Some data collection, (especially that which identifies needs and wants of varied segments of people) may be direct. For example: questionnaires, surveys, interviews and/or public meetings. Current surveys may reveal surprising information which upsets long-held assumptions. Conducting surveys merits every consideration.

COMMUNITY ENVIRONMENT DESCRIPTION

Basically, a community environment description is a summary-picture and analysis of the community itself, focusing especially on all significant facilities in the community plus geographic features (i.e. community in relative isolation and rural, or urban and in close proximity to other urban areas). In short, it is a focus on all community characteristics which impact not only on the nature of the people but on the people's need for information; all facilities which provide alternative information resources; and all which impact people's access to information.

These demographics include but are not limited to: community physical characteristics; local government (its stated goals for community services and development, including budget percentage commitment to specific departments or specific local government services); business and industry; transportation and parking; communication facilities; educational opportunities (both formal and informal); social structure and patterns; cultural facilities; community groups and organizations; recreational facilities; non-library information resources; community relationships to the immediate surrounding area and region; growth-development patterns and potential for the immediate community, its surrounding area and region.

POPULATION PROFILE

Basic to any realistic look at how well people's information needs are being met, or more adequately could be met, is a current and comprehensive assessment of the characteristics of all the people who make up the community. This means a study to determine such patterns as: age, household composition, cultural background, language spoken, education, occupation, income, plus patterns of perceived needs and wants for information and library service.

California Libraries in the 1980s: Strategies for Service underscores the need for a population profile study in each community:

"Just as people come to libraries for a host of reasons, the people themselves are diverse and their needs many...Californians speak any number of languages, with Spanish very much the second language of the state. Some have lived in California for decades and their families, for generations. Others have only recently arrived, some easily over interstate highways, others on overseas flights. They bring with them their own cultures and ideas, and the creative mix of these cultures and ideas has made California the dynamic state that it is."

COMMUNITY SURVEYS

Surveys or questionnaires probably are the most workable means for obtaining current and to-the-point answers to specific questions from individuals. This is information likely unobtainable in any other way. The characteristics of the respondents may then be compiled to approximate the community as a whole. Surveys or questionnaires are especially helpful to obtain useful information from specific groups, such as library users, non-library users, students, senior citizens, and non-English-speaking residents. A survey of library staff members is not to be overlooked either. Their answers may provide important community profile information because the staff members have the constant opportunity to observe actual library use and user attitudes.

A community survey can provide other material benefits. For example:

1. Increase the community feeling that the library is making extra effort to find how it can best serve its citizens. Hence, community support for the library increases.

2. Increase contact--the library with non-users, and people with the library. It builds awareness (especially among non-users) of existing library service.

3. Provide a good basis for a sustained public relations program.

4. Provide verifiable proof that a proposed library budget based on the survey reflects community wants and needs.

The Public Library Association strongly supports surveys, stating: "Because of the valuable planning information which can only be collected from a well-designed citizen survey, such a survey is recommended as part of this planning process whenever possible."

A growing number of California libraries in varying sized communities have conducted citizen surveys in recent years, including Oakland, Oceanside, Palos Verdes, Santa Ana and South Pasadena. They generally have found the surveys very useful.

Oakland Public Library Director Lelia C. White told library trustees attending the first CALTAC-WILL Regional Workshops in 1983-1984:

"Gathering accurate information on the age, family income, education and racial and ethnic background on our residents has been basic to developing plans directed to our public's needs. Specific information was also instrumental for us: purpose and frequency of library use, type of materials preferred, perceived library shortcomings, preferences of library hours, desired services--do they walk or drive to the library? How do they choose the one they use?

"Surveys will help you discover this information, and librarians need not be passive about the directions and results that are found. People change, attitudes change. A good survey helps you look at new angles of your patrons, and a good plan focuses the library on adapting to patrons' changing needs. New directions can be planned and defended--your budget reflects your community's wants and needs, and you can prove it.

"We were surprised to find our largest user group in the 18 to 34-year-old bracket. Over one-half of the library user population is under 40; one-third of the non-users are under 40. Over one-fourth of the adult population use the library somewhere between the perigee of more than once a month to the apogee of 'about once a year.' Only one percent of our users are less than 20 years old...Patrons in their 60's and 70's are only six percent of our users, disproving the complacent theory that all seniors love to read. So much for the theory that lifelong non-readers suddenly run to the library to read every day as soon as they retire. Library users are more political than non-users; they read the newspaper every day. They usually vote, an important item for future election considerations."

Basic types of information which may be obtained from residents in the community (including non-library users) have been listed by the Public Library Association. For example:

1. Perceptions of general and specific information needs;
2. Attitudes, perceptions, and priorities concerning public libraries, their functions, services, and service groups;
3. Awareness of library facilities, hours, collections, and services;
4. Subjective evaluation of convenience of access to library facilities, and reasons for non-use;
5. Sources of information and materials, both formal and informal;
6. Individual reactions to specific local issues, such as reductions in services, new or changed programs and so on;
7. Demographic characteristics of frequent and occasional library users, of non-users, and of those using alternative sources of information;
8. Geographic locations of users and non-users.

There are several weighty considerations to make when contemplating a survey: A survey will be time and resource consuming. The survey results will be suspect or not good if the methodology is not good (i.e. samples not sufficiently large, questions biased or poorly phrased, interviewers not persistent, telephone survey reaching only those who can afford telephone service, etc.). Adopting a survey used in another community must also be approached with caution. Questions asked in that community may not be appropriate.

However, consulting with some or all the communities which have made surveys recently may reveal that--if they were developing their survey again they would omit some questions as non-productive, re-phrase some questions, ask questions they failed to ask, or change some other phase of their procedure.

Some sample surveys are available to provide guidance and possibly adaptive ideas. The PLA's manual provides several sample questionnaires, but cautions that "each should be adapted to the local situation." The California State Library and California Library Association and California Association of Library Trustees and Commissioners also may provide helpful information.

The Public Library Association manual contains a comprehensive section on survey development. One fundamentally helpful point it makes: "The reasons for asking each question should be clearly defined in developing the questionnaire. Knowing why you want the question asked helps to define the questions and interpret the answers."

Contacting the California State Library may prove to be particularly helpful. Among objectives listed in California Libraries in the 1980s: Strategies for Service were these:

"The State Library will work with library schools in California to design surveys which libraries can use to understand better the needs of people in their communities for library services. Existing data and data-gathering methods will be used where appropriate. The State Library will coordinate the efforts of all libraries to analyze the results from their surveys and to develop library services and programs. The State Library also will update Information Needs of Californians."

Most informative and helpful is How Libraries Help, a study by specialists Brenda Dervin and Benson Fraser. It documents for the first time the helping role of the library, and is available from the State Library (See Chapter XIII--Bibliography and Recommended Reading.)

CURRENT LIBRARY SERVICE EVALUATION

A complete inventory listing of current library services is an important next step if current service is to be matched against the ascertained wants and needs of people in the community the library serves.

The immediate reaction might be: "Our current library service is obvious! An already known! But the old adage "too close to the forest to see the trees" might actually apply. A comprehensive listing of present services may bring into the light services so generally accepted they tend to be overlooked.

Even the process of making and reviewing a service inventory may further deepen library trustee understanding and community knowledge of what the library provides.

The inventory of library services provides a built-in base for the implementation or expansion of the public relations/community relations program. (For example: Some service which people say they want and need may already be provided, but they don't clearly understand its name, how it can be found in the library, or how to use it. Or maybe their attention has not been called effectively to its existence.) The focus must not be on what is, but on what people perceive! The public relations/community relations program focus may need to be adjusted to: "You may not believe we have all these services for you! Come in and see!"

ASSESSMENT: IMPACT OF TECHNOLOGY AND OTHER TRENDS

Before goals and objectives realistically can be set, library planners must assess the rapid and revolutionary advances in electronic communication capability. They also must assess all social, economic, and/or political trends which are, or are likely to be, impact forces on local library efforts to serve the people in its community.

The whirlwind of communication marvels even now is relentlessly pushing library planners to crossroads of decision: Go with the wind of change to find a radically different library form and dimension? Or let it blow by, and face creeping obsolescence?

The Public Library Association has this counsel for planners in the 1980s:

"The availability of such innovations as videodiscs, teletex systems, and online data bases will affect public libraries during the next decade in ways we cannot anticipate today. Careful and continuous planning will be essential if a public library is to adopt new technology and adapt it to the needs of a community."

Trustee leadership commitment requires a working knowledge of this technological dazzle as it gushes from research laboratories in order to intelligently make such hard decisions as these: How can we use the new electronic technology to meet the needs of all the diverse people in our community? What are the costs? At what speed should we wisely move? How much can planning ease the transition to the automated future? How can we set realistic short range and long range goals to achieve what presently looks wise? How can we develop options and contingencies for financing? How can we, as library advocates, convince local budget-makers and taxpayers why such a radical library change, and such an expenditure over the years is far-sighted wisdom, especially in light of many alternatives uses for local tax funds?

Dr. Jeanne Guertin, computer research expert, had this advice for trustees attending recent CALTAC-WILL Regional Workshops:

"When we ask what's coming that we can use in the information business, the spectrum of innovations is quite overwhelming...Computer technology linked with communications technology put us on the brink of the almost unbelievable at all times. The outcome is that information of all kinds can be at our beck and call within millionths of a second from our own data sources or from remote, worldwide resources. If books opened up the world to readers, technology can open up the world for every person, literate or not."

Two mind-boggling examples she cited: "1) We are very close to a talking encyclopedia, with color pictures, unabridged, that fits on one hard disk, is microcomputer driven and can retrieve references faster than you can turn one page. 2) Already the proliferation of computer data bases is putting whole libraries at the fingertips of personal computer users...The local library as a middle man in the data search process can be eliminated by the home computer user.

"Computerized services will enable the library to increase its client system and serve more people with more sources of information, text and media...Computerized operations will be more cost effective, and long range planning may include large cost savings in eliminating plans for expanded shelf space.

"The management of libraries is now and will continue to be affected by technology. Computers can be used in place of card catalogs with access time and cross referencing vastly improved over manual systems. The little used print materials can be stored more efficiently on discs, leaving shelf space for more widely used collections. Instead of multiple copies of popular books, home or library terminals can bring one book to many readers simultaneously and the chances of the book being overdue are zero. The checkout, return, inventory, overdue notices and fines can be done automatically with computers. For routine correspondence, the word processing which operates on the microcomputer is essential for the busy library staff.

"It is time to avoid the greatest pitfall of all--not planning to have both your library operation and some of your services and collection in a computer mode. Plan carefully and avoid the pitfalls of hastily putting together a system which may not meet the needs of your staff, your clients or potential clients. When you are getting started, walk slowly and look around carefully so you can safely pick up speed later.

"Your long range plan should also be tied to facility planning and future staffing needs as well as the business operations of the library. This is a task that for first time through you might want to get the services of both a computer and a planning consultant.

"Keep in contact with your schools, form cooperative relationships with them so you can keep track of how they are using computers in instruction, what software they have found that is appropriate, and what support materials they have or need that can be in the local library. (By 1986 it is estimated that there will be one computer for every 23 students in school; 96 percent of all schools will have computers...).

"Let your imagination carry you into the future and see the library in a new form with the humanitarian goal of keeping all of man's knowledge ready and available to everyone--free or at little cost. What will it look like? How will you use computer technology?"

The assessment of any social, educational, economic, and/or political trends which are, or are likely to be, an impact force on the library entails trustee attunement to local as well as state, national, and world trends or events. For example: Remember the changes in California voter attitudes which made Prop. 13 the jolt it was for all libraries? The major economic slump of recent years? The closing of a number of school libraries which brought more students to the public libraries? (See also Chapter X--Special Challenges.)

ANALYSIS OF PRESENT PLUS POTENTIAL RESOURCES

All current library resources (monetary and non-monetary from any sources) impact materially on realistic goals, objectives, priorities, and a workable plan of action. Additionally and importantly, potential resources (monetary and non-monetary from any sources) could impact materially in the same ways, or in important new ways, if they could be made available.

Hence, the next essential step is a written inventory of current resources, plus an analysis. The ensuing discussion may reveal more clearly how some resources are not being utilized to their maximum, or how some might be increased without great difficulty.

With the list of still unmet public needs and wants already in hand, it is also time to consider potential additional resources, and who those resource providers could be. This literally can be a "think tank" session with the sole aim of brainstorming all possible (even remotely possible) resources: those not previously considered, not actively sought out, or those previously sought without success. This is the time and place for thinking high and wide, for dreaming big. This is the time and place for not quickly dismissing as unapproachable any possible resource provider, or dismissing as unobtainable any possible resource. With well defined goals and a well thought-through presentation, the response from new sources might be surprisingly favorable. Until tried, who can say with absolute certainty?

This is also the time for considering that all potential library resources are not necessarily "bankable bucks," but might well be "big-buck-equivalent" resources. These might include equipment additions; training, consultive, or other talent-and-time contributions; grants, endowments, bequests; exhibits; or collections and collection additions some community groups or civic organizations might provide or assist in providing in keeping with the library's established book selection policy. For example: local history, foreign language or ethnic cultural history, genealogy, or sports collection additions.

Inherent in that brainstorming session and the subsequent inventory listing of potential resources would well be some analysis of the probable extent of those resources, the realistic likelihood of actually obtaining them, an appraisal of how they might be secured, and who the personal contacts would be. There also must come this comprehensive contemplation: What library policy or involvement might result? What possible commitments, implied or explicit, might be expected in return? What ties or alliances made? What expenses might be incurred in connection? In short: What patterns and policies set? And at what library commitment price?

The already developed local community assessment is valuable here since it includes lists of local civic and professional organizations, schools, colleges, private foundations, etc. (See Chapter X--Special Challenge for a discussion of fund raising, and Chapter XI--Helpful Organizations.)

GOALS: DEFINITION AND TYPES

Goals are defined as the broad and general statements of the end results desired to be achieved at some time in the future. For a clearly defined sense of direction, goals are an essential for all library boards which aspire to be much more than name-only public bodies. Goals for the library itself are essential for proficiently controlling change, for marshalling resources effectively, and for steadily moving toward a greater community library.

It is generally considered wise to establish both long and short term goals. Because it is usually difficult to plan much beyond five years, the Public Library Association recommends a five year planning period.

In _A Planning Process For Public Libraries_, the PLA suggests three types of goals be set:

1. _Service Goals_--"which specify the types and levels of services to be provided and the individuals to be served by the library."

2. _Resource Management Goals_--"which support the service goals established and are primarily concerned with operations at the system and branch levels...relating to collections, staff, and facilities."

3. _Administrative or Directional Goals_--"which include developments in library organization, coordination of divisions, cooperative activities, relationships with other governmental units, and future planning activities."

The consensus goals for California libraries in the 1980s as discussed in _California Libraries in the 1980s: Strategies for Service_ might well be reviewed at this point in the systematic planning process: 1) as examples of library goals; 2) more importantly because goals set for a local library would logically mesh with statewide library goals, and 3) because achievement of the statewide goals and the steps to those goals might well affect the local library goals. Those statewide library goals are:

"A) To meet the needs of all Californians by developing adequate and effective library and information services and informing people about them; B) To design and offer services that link Californians with what they want to know through the widest means possible; C) To develop statewide cooperation among academic, public, school, and special libraries and other information agencies; D) To ensure that libraries receive financial, community, and political support adequate to meet the library and information needs of their communities; E) To ensure that libraries are staffed by competent people who understand and are sensitive to their communities."

Alice B. Ihrig, 1970 President of the American Library Trustee Association, has made thought-provoking observations about goal setting for the local library: "I think the first thing we have to do is to be professional enough to look honestly at our libraries. We have to decide first of all what our goals are. This is the hardest thing we all have to do, because our usual goal is just to stay open, and we hope that we will make it today, and that we will be able to get some modest increases in our book budget, and that we will be able to get that extra clerical help that we need, or that somehow or other the newspaper will break down and give us more publicity. We work from day to day, and I am suggesting that we ought to stop at some point and look honestly at the goals that we have."

OBJECTIVES: DEFINITION

Objectives in the planning process are generally defined as statements of all the specific, measurable results which will lead to the fulfillment of each broad goal. It is commonly recommended that each objective include a specific time target for achieving the result, (say one year from the date the objective was agreed upon by the planners). Measurable and specific are the keys to effective objectives.

Each broad goal is almost certain to have several objectives, or step-targets. Critical to ask in establishing objectives: 1) Is each realistic? 2) Will its accomplishment specifically and significantly bring accomplishment of the broad goal a step closer? 3) Will the accomplishment of all the objectives established in connection with any one goal actually accomplish that goal?

Reviewing the consensus-developed statewide library objectives for the 1980s might provide points to consider in setting local library objectives. For example, statewide Goal A is "to meet the needs of all Californians by developing adequate and effective library and information services and informing people about them." The objectives established to accomplish Goal A are: "1) Ensure that libraries serve their communities; 2) Eliminate barriers between people and the service offered; (i.e., physical, language, cultural, and other barriers) 3) Involve library users in carrying out the goals and objectives of California Libraries in the 1980s; 4) Increase the involvement of users in the planning and operation of libraries; 5) Develop programs to make Californians aware of the types of information available to them and to assist them in collecting and using information in ways that are most valuable to them; 6) Keep Californians informed about their rights to information, privacy, and confidentiality, as well as their role in the legislative process."

PRIORITIES

It is quickly apparent that all objectives cannot be accomplished in the same time frame. Hence, priorities must be set. This is one of the hard decision phases of planning, one of the most time consuming, one likely to be the most debated, and one by which the library trustees probably will be most readily judged by the community. But the debates, the trial scenarios, the agonizing over what must wait for attention, the justification for what should be the top priorities will generally provide a better overall planning result in the long run--and stronger consensus support.

Some commonly used criteria for determining priorities include:

1. Extent of need the accomplished objective would meet--how many people and organizations have this need?
2. Severity--how much hardship does the need create?
3. Success probability?
4. Consistency with existing library policy?
5. Resource availability from present or likely potential funds? (Possible increases or decreases in present funding levels during the time projected for accomplishment of each objective makes consideration of the funding contingencies very important before priorities are finalized.)

STRATEGY OPTIONS/PLAN OF ACTION/MATCHING BUDGET

Now the HOW! The "how do we get there?" This is the planning phase of down-to-earth digging for the most effective strategies, AND their most orderly progression of pursuit in order to turn all the dry, on-paper planning into actual, proud and shining library services! New services! Old services improved! Speedier new style! Users finding more needs met! Non-users finding the library! The staunchly supportive community saying with pride, "Our library is the best thing in town!"

A plan of action is a consensus-agreed-upon best set of strategies, in their most workable progression, to accomplish the objectives (which are themselves stepping stones of accomplishment leading to the overall end-results desired--the goals).

Generally there are a number of possible strategy options which may be considered. But after all the planning work to this point, success may be only partial, or not at all, unless the very best strategies for action are carefully picked, polished to perfection, and persistently pursued.

Some options for actions, on their quick face, may look good, but won't pan out. Some strategy options may not even surface if the planners move too fast and don't determinedly re-enter again their "deep-think tank" to dredge up and consider every plausible possibility. As the ideas bounce back and forth some suggested strategies will merit consideration as a single strategy; other ideas might combine or mesh together as a package.

The effective starting point is a brainstorming session for an on-paper listing of all possible options. This phase of the planning process begs for creativity, the focusing on "what-just-might-possibly work" instead of shooting down with negatives every idea as soon as it emerges. In this brainstorming session, it is smart to absolutely ban the "negatives" and the "nevers". Also bar the "but we always..." Don't stifle creative thinking.

This is a logical time for inviting strategy ideas from Friends of the Library, Library Foundation members, volunteers, staff members, and others in the community. This phase also may wisely include a review of successful strategies used in other communities to reach similar objectives and goals (never forgetting that their circumstances might have been different); plus consultation with experts in the field, systems advisory board members and the cooperative library system of which the library is a member, the California State Library, California Library Association, California Association of Library Trustees and Commissioners, or others.

Next step is evaluation of all possible alternative options. The Public Library Association's helpful planning manual suggests the criteria against which strategies should be evaluated:

"1. Their contribution to the library's goals and objectives.

2. Their costs in staff time and other resources, and the effect on other services or programs of possible diversion of resources to the new activity."

One suggested way to evaluate systematically is to list on paper each suggested option with its specific advantages, disadvantages, and its feasibility--economically, technically, politically, and socially.

After strategy selection should come decisions on a timetable for achievement, and the assignments of general accountability. Crowded schedules and human nature being what they are, potentially productive plans of action and commendable objectives may limp along or languish in the "To-Be-Done-File," while great goals fade dismally into the distance without timetables and assigned accountability as the goading instigators of progress.

Logical next step is the development of a proposed budget which encompasses the dollar wherewithal to bring the plan of action, objectives, and finally the goals toward fruition. (See Chapter VI for a discussion of budget-making.)

EVALUATION

Evaluations serve as vital check-points for success in a planning cycle. Evaluations are steps too often skipped entirely or slighted, but are steps the successful planners never skip or never slight. Successful planners give evaluation ample time and full attention. An evaluation is generally defined as: the regular, periodic, thorough analysis of the success or failure, the progress or lack of progress of the action strategies to reach stated objectives and goals; the analysis of problems or barriers which have emerged; the analysis of possible corrective action, if needed. An evaluation thorough analyses of the objectives and goals themselves.

NEW PLANNING CYCLE

Based on a thorough evaluation, the systematic planning process is ready to begin a new cycle. Are needs and wants changed since the last planning cycle began? Have resources changed? Are goals still appropriate? Are objectives still sound? What new or modified plan of action is needed? In satisfactorily meeting the changing needs of a changing people in a changing community with changing technology and changing resources, the planning cycle never actually ends.

Nancy A. Van House, School of Library and Information Studies, University of California, summarized this chapter well when she told library trustees at the 1983-1984 CALTAC-WILL Regional Workshops:

"This brings us back to where we started--the public library needs to understand why its community supports it. We cannot be all things to all people, so we need to find out what we do well and whom we should be serving. We have to choose what we do--set goals, objectives, and priorities--and plan!"

CHAPTER VI

POLICY SETTING/ BUDGET-MAKING

VI. POLICY-SETTING/BUDGET-MAKING

Library policies are essential for every library board, and for every library regardless of size and complexity of service, or the number on the library staff. The policies should be in writing. They should be made readily available for the public's information. Policies are equally essential for every cooperative library system which the system advisory boards serve.

As defined in Webster's Dictionary, policy is "a definite course or method of action, selected from among alternatives and in the light of given conditions, to guide and determine present and future conditions." For libraries, policies are crucial to consistency and equity of library service; sound management; planning; public information, understanding, and ease of library use. It is helpful to consider policies as part of planning to achieve desired objectives and goals, and as part of the management system.

Library policies are each library's formal covenant with every individual in the community on vitally important fundamentals. These include: the library's mission; philosophy; goals and objectives; individual freedoms, such as the freedom to read; uncensored library selection of books and materials; privacy protection for borrower library records; user suggestion and complaint procedures; public rights to library access; availability of services and facilities; library programs and library operations.

The trustee's role in the development and application of library policies is a major one since library boards exist to represent the people and to provide vital guidance to local government and library staff in management, planning, and evaluation functions. Generally, the development of policies is a joint responsibility of the library board with the advice and close cooperation of the head librarian. Library operating procedures (methods for every step in the library's operation) usually are considered an administrative responsibility of the head librarian.

Of all trustee decisions, library policy decisions generally have the most frequent impact on individuals throughout the community. They are decisions about which individuals may be personally sensitive since they relate to individual rights, freedoms, and privacy. They can be of major and long range impact. They can be controversial in the community.

As stressed by Virginia G. Young, past president of the American Library Trustee Association.

"Devised as it must be to meet immediate needs, policy also necessarily has a far-reaching effect, and this fact should always be kept in mind by the board members as policy is worked out and adopted in various areas. Policies determined by the library board set the conditions of the library's day-to-day operation and its program through the years, and policy making demands the best in thought and planning from every library trustee."

INDIVIDUAL TRUSTEE COMMITMENT VITAL

Library policy development merits a serious commitment by each trustee:

1. To give adequate time and special attention to all policy deliberations.
2. To satisfy himself or herself, before voting on policy adoption, that the policy proposed is clearly stated, is both fair and reasonable, and that all policy ramifications are fully understood.
3. Not to rubber-stamp, or to condone the hasty adoption of an unreasonable, unfair, and unclear policy, or a policy inadequately researched.

4. To be prepared to actively support and/or to defend as reasonable and necessary the policy he or she voted to adopt; to be prepared to explain its rationale and terms.

5. If no Library Policy Manual currently exists, to take the initiative to have such a manual compiled as a vital procedure.

6. If there is at present no regular policy review, to take the initiative to make reviews regular procedures.

In light of that personal commitment, the individual library trustee may consider, or urge the library board to consider, such questions as:

1. What policies does the library have, especially on such issues as: Intellectual freedom? Collection selection and censorship? Handling suggestions, complaints, or requests from the public for reconsideration of library materials? Areas of service? Use of library facilities? Free access?

2. What policies do we need that we do not have now?

3. How often do we review our policies and revise them if needed?

4. How does our board make its policies known to the public?

5. How do we differentiate between establishment of policies and administration of policies?

6. How do we make, develop and write policy?

NUMEROUS BENEFITS OF ESTABLISHED, WRITTEN POLICIES

Established and written library policies have numerous benefits for the public, the library board, the head librarian, library staff, volunteers and others. These benefits include:

1. Assure protection of rights, and assure fair treatment of all;
2. Facilitate the individual's use of the library and its facilities;
3. Smooth the interaction of head librarian, staff, and volunteers with the library users or potential users;
4. Eliminate the necessity for crisis management and spot decision-making on a case-by-case basis;
5. Avoid the serious risk of on-the-spot policies being varyingly determined or applied;
6. Remove the inherent danger of verbal policies being varyingly interpreted;
7. Reduce the possibility of personal prejudice or favoritism;
8. Assist overall planning and decision making;
9. Help achieve library objectives and goals;
10. Simplify management, as a guide for the daily performance of the library administration and its board;
11. Improve consistency and continuity in management in the event of library staff changes; assist in employee training;
12. Help coordinate and integrate activities;
13. Aid in achieving predictability;
14. Guide in handling complaints and disputes;
15. Create a positive influence on the public image of the library and the appropriation of funds for it.

TYPES OF POLICIES CONSIDERED IMPORTANT

Library policies basically are of two types: 1) External Policies, which govern relationship of the library to its users, community, governmental jurisdiction, cooperative library system of which it is a member, other libraries, volunteers, Friends of the Library, Foundation, etc.; 2) Internal Management or Operating Procedures, which govern the management of the library. Following are the subjects generally included in each type policy:

EXTERNAL POLICIES

A. Library-user related policies.

1. Hours of operation.
2. a. Eligibility for services and library cards. (resident/non-resident; individual or group; ages of patron; problem patron.
   b. Confidentiality of borrower library records.
3. Selection policies--books and materials.
   Policies should include:
   a. Responsibility for selection.
   b. Selection standards.
   c. Scope of collection, emphasis of collection and limits of collection, priority setting procedure.
   d. Quality of books purchased.
   e. Materials review procedures for public.
   f. Gifts and special collections.
      (1) Conditions for accepting gifts.
      (2) Disposition of nonusable gifts.
      (3) Conditions for acceptance of art objects, personal property, etc.
      (4) Conditions for acceptance of money, stocks or real property.
      (5) Use of special bookplates and any other special designations for gifts.
      (6) Guidelines for acceptance of religious, political, sectarian, etc. materials.
      (7) Conditions for acceptance of historical materials and writings of local authors.

        (8) Storage and use of material not designated as an outright gift.
        (9) Appropriate methods for solicitation of gifts for memorial purposes.
    g. Basis and methods of withdrawing and disposing of materials.
    h. Supplying textbooks relating to school curriculum.

4. Circulation.
    a. Adoption of Library Bill of Rights and Freedom to Read statement of ALA. (See Chapter XII--Appendices.)
    b. Labeling policy (Consider ALA interpretation).
    c. Access to libraries for minors (Consider ALA interpretation).
    d. Challenged materials (Consider ALA interpretation).
    e. Restricted access (Consider ALA interpretation).
    f. Sexism, racism, and other "isms" (Consider ALA interpretation).
    g. Period of time books and other materials may be borrowed.
    h. Book reservation policy.
    i. Books (by type) which can/cannot be borrowed for home use.
    j. Fees for use of books and/or materials.
    k. Fines for overdue, damaged or lost books and materials.
    l. Charges for damaged equipment or facilities.
    m. Interlibrary loan policies, with periodic review to assure compliance with state assistance programs in which the library may be participating (CLSA, PLF).
    n. Direct borrowing by non-residents, with periodic review to assure compliance with state assistance programs in which the library may be participating (CLSA, PLF).
5. Procedure for enforcing state restrictions on access to borrowing records. (NOTE: Should be easily understood by staff and public.)
6. Procedure for implementing federal copyright law.
7. Special program and/or services--procedures, participation, etc.

    Examples include:
    a. Kinds of reference service to be provided (telephone, in-person, etc.).
    b. To whom references will be provided.

c. Scope and depth of service to be provided.
d. Fees for photocopying, etc.
B. Community-related policies.
1. Mobile outreach service.
a. Site selection criteria for establishment of branch libraries or mobile services.
b. Hours of service.
c. Scope of service.
d. Eligibility for service.
2. Use of library facilities by community groups.
a. Who may use and for what purposes; Responsibility for determining priority.
b. Hours facilities may be used.
c. How reservations may be made and/or confirmed.
d. How reservations may be cancelled.
e. Fee schedule and/or janitorial, guard, or custodial cost.
f. Food and beverage service.
g. Insurance responsibility.
h. Use of library equipment; restrictions; cost; damage.
i. Exhibits by individuals or organizations.
3. Procedure for use of library volunteers.
4. Procedure for working with Friends of the Library/Library Foundation.
C. Intergovernmental-related policies.
1. Adoption of ALA statement on governmental intimidation. (See Chapter XII--Appendices.)
2. Cooperation with cooperative library system of which library is member; other libraries.
3. Relationship to the school system.

INTERNAL MANAGEMENT POLICIES

A. Board of Trustees Operating Policy.
(Statutory authority; by-laws; board goals and objectives.)
B. Library organization authority and responsibilities.
C. Department Management.
D. Personnel.
E. Finance and business.
F. Property and risk management.

The above list of important library policies is not all-inclusive.

Some may not necessarily apply in every library's situation. Any sample policy, or policy statement developed by another board should be reviewed with great care and carefully tailored to local conditions and needs.

SYSTEMATIC POLICY DEVELOPMENT HELPFUL

Library policy development merits ample time and full concentration to analyze step-by-step the need for policy, all possible options, the wording of the proposed policy as drafted, and all possible ramifications if the policy is adopted.

Development of policies generally is a joint responsibility of the board and head librarian. Usually, the head librarian recommends needed policies to the board based on observed need. But trustees may themselves observe the need for a policy determination in some particular area, and bring the rationale for policy development to the attention of the library board and the head librarian. The head librarian and library staff may draft proposed policy statements which are then discussed by the board. Suggested modifications then may be proposed for discussion.

Hastily developed, or rubber stamped policies not clearly thought through by the library board are most likely to result in misunderstandings and implementation problems; public protest; need for subsequent action under crisis conditions; adverse publicity for the library board and the library; as well as a damaged library image.

Experienced library trustees underscore that warning. They advise:

"Do not wait until the need for a policy is literally knocking at the door. You will then be faced with pressure to take action quickly. Hasty action runs the risk of being incomplete or erroneous action. People and personalities get involved. People may interpret the new policy as a personal vendetta. Develop policy calmly when there is the predictable probability that the library needs a policy in a specific area.

Contemplatively and comprehensively, spell it out on paper, which helps take personalities out of it.

A systematic policy development procedure will include:

1. Statement of the problem or condition--past, present, or future--which requires consideration of a policy.
2. Statement of how the proposed policy will contribute to the accomplishment of library objectives and goal; how the proposed policy meshes with the library mission.
3. Statement of all present policies affected by or related to the proposed policy.
4. Statement of available policy options with analysis of:
    a. Both short and long range effects.
    b. Potential positive and negative side effects.
    c. Estimated dollar cost plus cost in terms of other library resources, such as staff time, facilities, equipment, etc.
    d. Relevant legal ramifications.
5. A draft of the exact wording of the policy statement which is being proposed for adoption.
6. Opportunity provided for public input or comments.

CRITERIA USEFUL FOR PROPOSED LIBRARY POLICY

Before the trustees formally vote, the wise library board will judge the final draft policy statement one final time against criteria for a sound, reasonable, and fair policy. Following are some suggested criteria against which a library policy being developed, modified, or reviewed might be judged. The policy should be:

1. In compliance with laws and policies of the local governing jurisdiction, the state and the federal government.
2. In the best interest of the community at large.
3. Consistant with the library's mission, philosophy, goals and objectives.
4. Designed to maximize library services, facilities, and resources for the greatest number of library users.
5. Designed to be fair to all.
6. Protective of the individual rights and freedom of all people.
7. Devoid of politics, prejudice, favoritism, personal preference, pettiness, conflict of interest, or personal gain.
8. A firm foundation for the administration of the library and the staff relationship with the public.
9. Reflective of and/or consistant with best library practices, statewide library goals, Library Bill of Rights and Freedom to Read Statement.
10. Developed with opportunity for public input or comment.
11. Complete and comprehensive; clear, unambiguous and easily understood by all, especially the public.
12. Specific as to how public comment, suggestions, or criticism of the policy, its administration or enforcement may be made and will be expeditiously considered.
13. Made readily available for the public's information.

Public input may be invited as policies are being developed. Opportunity for public comment on a proposed policy should be provided before it is formally adopted. Especially in the case of policies which are sensitive or potentially controversial, the library board and head librarian may find it advisable to provide the legal counsel, jurisdiction governing body and their administrative staff the opportunity to review the policy. It is wise in any case to make them aware of the policy and its rationale since they may be questioned, or asked for comment by some in the community.

When satisfied after its final serious analysis of the proposed policy, the library board wisely will have a formal motion made to adopt. The formal vote should be taken only after every trustee has been provided ample opportunity to see the complete policy statement in writing, ask questions to permit his or her full understanding, and to express his or her views for the record.

Notation should be made on each policy to show date of approval, effective date, last review date, and date of change or revision.

Compilation of all policies into a manual is essential. The Library Policy Manual properly contains as introductory pages: 1) the library mission statement; 2) a statement of the library's philosophy which well may include the Library Bill of Rights and the Freedom to Read statement; 3) the library's goals and objectives.

For reference and study, each trustee should be provided a copy of the Library Policy Manual, or the policies should be included in each Trustee Manual.

The Library Policy Manual also should be readily accessible to the public in the library, available to the community news media, and offered for file at the city hall, county courthouse or special district headquarters.

Most important in connection with policies: Trustees, in consultation with the head librarian, have the responsibility to consider and make an appropriate response to any citizen suggestions or complaints concerning policies in force. (At the conclusion of this section is a sample Request for Evaluation of Library Materials, and a sample library board Procedure for Handling Book Complaints. They may provide helpful ideas for other boards to adopt or adapt.)

NEW POLICY FOLLOW-UP NEEDED

To provide public information and promote understanding of the need for the policy and the terms of the policy adopted, the far-sighted library board will plan with the head librarian a specific public information program concerning it. This will include a news release and/or meeting with media representatives. With a major policy, it might include meetings with community organizations and/or speeches before those groups.

Each trustee should staunchly support the head librarian and staff in enforcement of the new policy. He or she also should be ready to support and interpret both policy and rationale before any group or individual with questions or concerns. Experience shows that the library's Book and Materials Selection Policy is one which trustees are often called upon to defend. (See discussion concerning being prepared for censorship attacks in Chapter X--Special Challenges.)

Virginia G. Young, past president of the American Library Trustee Association, stresses this point:

"Once adopted, a policy should have the support of the entire board, the librarian, and the staff, and it is the board's moral obligation to stand behind the librarian in carrying out policies."

REGULAR POLICY REVIEW IMPORTANT

The library board and head librarian prudently will keep a close tab on the effect and workability of a new policy for some time after its implementation. They especially will be alert for results which could not be anticipated, and which might require reconsideration and policy modification. Flexibility when needed is essential.

No policy can be considered cast in stone. Conditions change. People change. Policy needs emerge. Policy needs dissolve. Rigidity is not a library board nor a library asset. A library board should plan a regular, periodic review of all library policies, with revision as necessary. Experience indicates an annual review is advisable.

SAMPLE
REQUEST FOR EVALUATION OF LIBRARY MATERIALS

Title____________________ Book___Periodical________Other_________

Author____

Publisher____

Request Initiated By____

Address____

City_________________State_______Zip_______Telephone___________

Do You Represent:
_____ Yourself
_____ An Organization (name) ________________________________
_____ Other Group (name) ____________________________________

1. To what in the work do you object? Please be specific. Cite pages. ____

2. Did you read the entire work? _______What parts? ___________

3. What do you feel might be the result of reading this work?
____

4. For what age group would you recommend this work? __________
____

5. What do you believe is the theme of this work? _____________
____

6. Are you aware of judgments of this work by literary critics?
____

7. What would you like your library to do about this work?
_____ Do not lend it to my child.
_____ Return it to the staff selection committee/ department for re-evaluation.
_____ Other. Explain ______________________________________

8. In its place, what work would you recommend that would convey a picture and perspective of the subject treated? ___
____
____

Signature ______________________________
Date ___________________________________

Source: Adapted from American Library Association

SAMPLE
ADMINISTRATIVE LIBRARY BOARD PROCEDURE FOR HANDLING BOOK COMPLAINTS

Source: Arcadia Public Library

1. When the Request for Evaluation of Library Materials Form is forwarded to the Library Board by the Head Librarian, it should be accompanied by the library material to be evaluated, and the judgments used by the staff in selecting this library material for incorporation into the collection.

2. Upon receipt of a Request for Evaluation of Library Materials Form, the Library Board will notify the patron by mail that his/her request is being taken under consideration by the Board.

3. The Board will evaluate the book according to criteria in the Library's Book Selection Policy adopted by the Library Board on July 26, 1973.

4. After the evaluation, the Library Board will notify the patron by mail of its decision. Accompanying the decision will be copies of the relevant book reviews, the Library Book Selection Policy, and the Library Bill of Rights. All decisions by the Library Board are final.

BUDGET-MAKING

The budgetary process is fiscal policy-making. All trustees will agree that a budget is vitally important. In reality, a budget is the total dollars-and-cents cost of existing services and of moving the organization forward toward pre-determined objectives and goals. The annual budget allocation makes all the wheels go around. Moving in the desired direction. Or spinning in the same spot. Or going in reverse.

Not all California library boards have the same jobs in connection with the library budget. In fact, their varying library budget responsibilities show clearly the differences in function: 1) between the elected administrative library boards in autonomous library special districts and library boards in other jurisdictions; 2) between library administrative and advisory boards generally.

Where budgets are concerned, library special districts are very different. The elected administrative trustees of special district libraries have the responsibility for making the final budget allocations themselves, since they receive no money from city or county general funds. The counties in which library special districts are located collect the taxes for the special districts, and disburse them according to the formulas set by the California laws. The respective counties also make allocations of the augmentation funds designated by the state, and the special district libraries must appeal to the boards of supervisors for these funds. (The elected administrative trustees of special district libraries are like other library administrative boards in their responsibility for financial control of budget expenditures throughout the budget year.)

An administrative library board in other jurisdictions has responsibility for: 1) preparing the budget (usually prepared by the head librarian in conjunction with the board's budget committee); 2) approving the proposed budget; 3) presenting the proposed budget for final approval by the jurisdiction's governing body; 4) financial control throughout the budget year to assure that expenditures are within the budget.

In contrast, an advisory library board does not have these legally mandated budget responsibilities for the library, and does not have fiscal management control responsibility. (The same holds true for the system advisory boards.) The head librarian has both budget and fiscal management responsibility. However, the head librarian usually prepares the library budget with discussion and review by the library board.

Both administrative and advisory library boards have responsibility for the library board budget. It is their function to: develop the budget for the board's operating expenses; present it for final approval by the jurisdiction governing body; and supervise actual expenditures during the ensuing budget year.

As a helpful means of reviewing the existing budget process, trustees might well ask the following questions:

1. What processes are used to develop the annual budget for our library board? For our library? Or for our cooperative library system? How well does the process work?

   "It must be decided in your library who does what in budget preparation, application for funds, etc., (i.e. whether a budget committee or the head librarian does the first preparation of the budget)," Marilyn E. Stevenson, 1985 CALTAC President, stressed at the 1983-1984 CALTAC-WILL Regional Workshops.

2. How are the library board budget and the library budget presented to the governing body in our specific jurisdiction?

3. What process does that body use to arrive at an approved budget?

4. What is our role as library advocates in the budgetary political negotiations with the governing body? (See Chapter IX-Library Advocacy.)

5. What is the policy for seeking potential non-governmental sources for library funds? (See Chapter II-Funding; Chapter X-Special Challenges.)

6. What are our responsibilities in fiscal management?

For both administrative and advisory boards there are certain essential points to bear in mind during the budget-making process:

1. Most productive and crucial are close and cooperative working relationships with the head librarian (for SABs, close relations with the system administrative council) plus clear, mutual understandings of the exact role of each.

2. The give-and-take process of budget discussion and review between the head librarian and the board (or the system administrative council and the SAB) serves to reinforce board member understanding of the services and goals of the library or library system, plus understanding of the dollars-and-cents cost of each. This give-and-take discussion also prepares board members to explain, support, or defend the budget if necessary.

3. It is not the primary mission of the library board to see how many dollars can be cut from a budget. Rather, their key mission is to determine what cost-effective programs the library can best offer.

4. The budget most likely to gain final approval is a budget precise and justifiable in terms of cost/benefit for the people.

   Alice B. Ihrig, past president of the American Library Trustee Association, stresses:

   "Actually, for people who have to hear our pleas, the most difficult is to listen to vague, highsounding objectives of libraries. A lawmaker is not interested in your grandiose feeling about 'extension of education to people.' He wants to know what are you doing for people? What are you really doing? He is saying: 'Here is so much money going into a public service. Does this public service return something to the community? Does it prove useful to the people in the community? And can you prove it?'"

5. The budget most likely to gain approval is a budget which is realistic. Nancy A. Van House, School of Library and Information

Studies, University of California at Berkeley, told trustees attending the CALTAC-WILL Regional Workshops in 1984-1985:

> "The problem is that the library can't be all things to all people; we don't have the money for that. 'Meeting the information needs of the community' is too vague a mission when we have to make choices and set priorities. It is the job of managers and policy makers (including trustees) to choose what NOT to do, as well as what TO do."

6. Special attention these days should be given to the provision of adequate insurance coverage. To protect against claims or actions instituted against a trustee, officer, employee or volunteer, "it should be considered mandatory that every library have an adequate level of insurance coverage," stresses the American Library Trustee Association Board of Directors.

7. Involve the community as much as possible in the budget-making process. What the current funding level will make possible, and what it will not needs to be reported to the people. Help them understand the library and library board efforts to include in the budget as many services as possible which they want and need. Get their input ideas. Get their mobilized support. The people's awareness and involvement build effective library support.

IMPORTANT STEPS IN BUDGET PROCESS

The effective budgetary process involves a series of important steps:

1. Develop a fiscal-year calendar.
    a. Mark the crucial deadline date for the start of each step of the budget process from beginning to final approval hearing by the governing body. (As a rule of thumb, allow three to six months for preparing a proposed library budget, although a shorter lead-time will generally be needed for the far-less

complicated library board budget. Past experience will be the best guide.)

   b. Provide a concise statement defining each task which must be completed.

   c. Indicate who has responsibility for each task.

   d. Review expenditures for budgetary compliance throughout the year (if library board has fiscal control responsibility).

2. Assess community needs and priorities.

3. Review the pre-determined goals, objectives and priorities for the library board and the library.

4. Evaluate services and programs in the current operating budget to determine:

   a. Any changes needed in the new budget to dovetail with current goals, objectives, priorities, economic and user trends.

   b. Actual cost per service provided during the present budget year.

5. Conduct preliminary discussions concerning the jurisdiction's overall economic picture for the upcoming budget year, its anticipated expenditures and anticipated budget revenue with such officials as jurisdiction budget officer, city manager or county administrator, mayor and city council or county supervisors.

6. Make preliminary decisions on priority expenditures based on goals and objectives and anticipated budget revenue.

7. Develop a draft budget including:

   a. Precise definition of each proposed service,

   b. Contribution of each proposed service to goals and objectives,

c. Cost for each service proposed.

8. Analyze draft budget, double checking if goal oriented, realistic, precise, and justifiable. The elected governing body, which holds the purse strings, will be giving the proposed budget a line-by-line and dollar-by-dollar scrutiny. Cost/benefit ratios and justifiable proof of community needs, plus clearly defined services to fulfill those taxpayer needs are what they look for.

9. Prepare for governing body a concise introductory statement of rationale, emphasizing specific benefits of proposed services to the people and the role of the library as a basic and essential community information and life-long learning center.

The completion of a proposed budget still leaves an important assignment for the library trustees, working in tandem with the head librarian. The trustees must be ready and willing to meet with these officials to support, clarify, or defend the proposed budget if need be. They must be capably armed with knowledge about the services the budget is designed to provide. They must be articulate and savvy in the ways the city hall or the county court house works (and who can be helpful allies). They must be determined, as community leaders, actively to seek support for what they know is important to the people in the community. They must coordinate closely with the head librarian. They must be prepared to mobilize other library supporters in the community. They know that the budget is the key to the library. (See Chapter VII--Public/Community Relations, Chapter VIII--Working Relationships, and Chapter IX--Library Advocacy.)

Many experienced library professionals insist that, in reality, a budget presentation is a political negotiation with city or county officials for agreement on each precise service which is to be provided the community for the next year. It must be recognized that these elected officials, with responsibility for total city or county services, face many competing and persuasive appeals for the always-too-limited local funds.

CHAPTER VII

PUBLIC/ COMMUNITY RELATIONS

VII. PUBLIC/COMMUNITY RELATIONS

Any library trustees who might view public relations lightly do their library a great disservice. It is true that a library cannot be made into what it is not by promotion or publicity alone. But it is equally true that sound public relations: 1) has a far wider meaning than "promotion or publicity;" 2) has a far deeper value, not only to the library board and library, but to the people in the community; 3) and is essential to full community utilization and support for the library. To look at public relations as an unessential frill of promotion or publicity which can be neglected or which can be undertaken sporadically is to overlook a vital element in successful library operational planning and procedure. It also is to overlook a primary responsibility of each library trustee and the library board as a whole.

Public relations should be a comprehensive and constantly pursued component of all regular library board and library activities. Its goals, objectives, and priorities should be integrally tied to those of the library board and the library. In the special event of a building program and/or special library tax levy vote to benefit the library, an equally special public relations program should be mustered to rally the necessary "Big Yes" community support.

Public relations, as discussed in this chapter, will concentrate on the "working relationships" which trustees and the library must create with the all-important general public they serve. (Chapter VIII--Working Relationships will discuss the trustees' day-to-day relationships which exist by law or by day-to-day "library-related" ties with key individuals and groups such as the head librarian, staff, local governing officials, volunteers, Friends of the Library, and others.)

It is obvious that public relations, working relationships, as well as library advocacy are all essential and closely related, with no clear line between. But each can, and should be, viewed as a definite program for action by astute library boards and head librarians, all working together.

DEFINITION OF PUBLIC RELATIONS

Many definitions for public relations exist, but a general definition is this:

Public relations is the planning and management function of an organization which evaluates public attitudes; identifies the policies and procedures of the organization with that public attitude and interest; then executes a program of action to give the general public a better understanding of its policies and purposes to earn public acceptance and support.

As public relations relates to the library, it is the essential communication of the trustees and library staff with the many different segments of the public which together make up the community. If well planned and executed, public relations actually is two-way communication which is valuable to all. It informs the people what role the library seeks to fulfill to enrich individual as well as community life, any problems in doing so, plus all the services it currently provides them for their tax dollars. At the same time, a public relations program makes clear that the people's feedback is sought (both their perceptions of the library role and the individual needs each wants the library to fill) in order that their input can be incorporated into library planning. It is the people in the community who pay the bills, and today they are very much aware of their ability to affect public agencies through their tax power. So the very best public relations program starts with seeing that the library responds to community needs with relevant services, then lets people know the services are there.

An "important to remember" capsule definition of public relations was emphasized to trustees attending the 1984-1985 CALTAC-WILL Regional Workshops by Al Carlson, Public Information Coordinator of the Fresno County Public Library:

"Library public relations: Overcoming Invisibility.

"The special thing about PR is that it is communication with 'leverage.' ...Picture a group of 500 people. You want all of them to know that the library has LARGE PRINT BOOKS. If it took you one minute to tell that to each person, it would take 500 minutes to tell all of them. (That's a bit over eight hours.) But if you put your information in a Public Service Announcements (a free ad on the radio), and mailed it to even one station, at least 500 people would hear it. With a little practice, doing that would take you maybe 15 minutes, start to finish."

Public relations encompasses numerous types of communication--most of which library trustees are ideally suited to plan and carry out. Public relations includes, but is not limited to:

1. Speeches; special presentations; both formal and informal meetings with community organizations, community leaders and the general public; local TV, radio, and newspaper interviews;

2. Reports; public service announcements and human-interest stories in all the local media--newspapers, radio and television; even trustee "Letters to the Editor" of each local newspaper;

3. Brochures, newsletters, flyers, slide presentations, bumper stickers, etc.;

4. Library-centered activities, such as programs, displays, exhibits, public tours of the library, etc.;

5. The general atmosphere created in the library itself. Is it inviting? Functional? Accessible? The fact is: The library's formal-sounding "public relations program" quite personally touches each library user when, one-by-one, he or she steps inside the library door. For many, this is the first and most important contact with this basic ingredient in the library's public relations program. Each individual instinctively feels enveloped in a warm and friendly atmosphere which encourages personal enjoyment, exploration, and intellectual sociability, the easily approachable staff focused on helping each person find what he or she wants most. Or conversely, each feels ill at ease and somewhat lonely in an impersonal place with a puzzling user-procedure, and a too busy staff.

THE WHY OF A LIBRARY PUBLIC RELATIONS PROGRAM

No trustee or library staff apology is needed for setting out to develop a sound public relations policy and a public relations action program. Many long-term library leaders, as well as officials at all levels of government, list many reasons for the implementation of a well-planned public relations program for a tax-supported library, and for an important library trustee role in that program.

Virginia H. Mathews, a public relations expert and library consultant whose advice is included in The Library Trustee: A Practical Guidebook, has this explanation:

"An ongoing comprehensive and high-level public relations and public information program is absolutely essential to any library which expects to maintain and increase its community support. In today's era of inflation and shrinking resources, there will be no unexamined acceptance by the public of any institution that does not grow in--and boldly show--the benefits it offers in relation to its costs...Encouragement of an involvement in the library public relations program is one of the trustee's most important responsibilities..."

Local Public Library Administration, written as the International City Managers' Association's guide for administrators and governing bodies of cities and counties on the best policies and programs in the public library field, gives this advice:

"The public relations expenditure of American business runs well into nine figures annually...While expenditures for public relations by libraries will never approach the nine figure mark, library trustees and administrators also need training in deriving the full benefit of a public relations program. They need to know what public relations really means--not just column inches, not just pleasant voices on the telephone, but rather a full comprehensive program of counsel, interpretation, and communication.

"Public relations, rightly understood and rightly administered, can become the means by which the community knows, appreciates, and uses to the fullest extent the public library which it has established...Just as the cost of advertising has been justified in wider distribution and lower prices, so the public relations program can be justified in wider and better use by the taxpayer of the library service his tax money provides."

An appeal for library board members' evaluation of their own and their library's public relations program comes from 1970 President of the American Library Trustee Association Alice B. Ihrig:

"We have not sold ourselves to the great bulk of people...if you have done this in your own community, then you are rare. If you are under the illusion or if you know that your library is beloved in the community, that everyone uses it, everyone wants it, everyone supports it, then you should write a book about how did you do this because this is not the overall picture for libraries..."

"Goal A" for California libraries in the 1980s listed in California Libraries in the 1980s: Strategies for Service is: "To meet the needs of all Californians by developing adequate and effective library and information services and informing people about them." One of the objectives established to meet that goal is: "Develop programs to make Californians aware of the types of information available to them and to assist them in collecting and using information in ways that are most valuable to them."

Among the action plans devised to reach that objective:

"Each library will set up a program to educate people, especially decision makers and community leaders, about the role and operations of libraries and other information agencies and their relationship to other institutions.

"All libraries will publicize their services to their communities. The California Library Association will set up a clearinghouse to assist libraries in taking advantage of successful public relations programs developed by other libraries in the state. The California Library Association also will develop methods to evaluate the efficiency and cost-effectiveness of various public relations programs."

Finally, State Librarian Gary E. Strong stresses:

"...One of the continuing questions facing libraries in justifying their services is 'Is anyone using libraries?' This past year, the State Library contracted with the University of California at Davis, Institute of Governmental Studies, to update the Information Needs of Californians study which was first completed in 1972. ...While the results of this study may not be news to those who work in libraries every day, it does document for the first time the helping role of the library. It is hoped that this informaton will shed a different light on the value of the library in society. Libraries are struggling to survive and to continue to give the help that they are expected to provide. If we better understand this role, we can more effectively communicate the value of library service to those who fund and use libraries."

Among the study's conclusions: "...This data provide confirmation of the value of looking at library use in a new way--in terms of how it intersects with users on their own terms, in terms of how it helps users travel the roads they want to travel.

"Taking the most general results as examples, it was shown that helps traditionally assumed from libraries (Got ideas/understandings and got happiness/pleasure) were important. But, some helps not traditionally applied to libraries (for example, Got support/emotional control) were even more important in terms of the frequency with which users named them.

"Further, it was also shown that the things that predicted how users were helped best were not library characteristics per se (e.g., kind of library) or experience with libraries (e.g., recency of use) but rather the context that led to the use and the materials/services obtained.

"...The public relations value of being able to translate library service into human terms is one obvious benefit of this alternative way of looking at library use...Given such a perspective, libraries might then amplify quantitative results with appropriate individual case studies and begin to build a repertoire of appeals to the public and to appropriate officials that go beyond library-oriented concerns to people-oriented concerns..."

IMPORTANT NOTE: The new study, *How Libraries Help*, by Brenda Dervin and Benson Fraser, is strongly recommended as required reading for all library trustees, especially as they plan public relations programs. Copies are available from the California State Library.

BENEFITS OF A PUBLIC RELATIONS PROGRAM

The benefits of a library public relations program are many (as previous statements by long-time library leaders and government officials have indicated). Some of the major benefits:

1. Keeps people informed about library services for their use. Helps expand the library service outreach to maintain and increase library use by all in the community. Promotes a sense of community pride in the library. Helps attract and mobilize strong library advocates (a key factor in a building program or any major fund raising vote or campaign).

2. Encourages feedback so people feel the library works to tailor its service to their needs; it seeks their ideas.

3. Helps keep policy and funding officials at all levels of government reminded regularly of the library's vital and active role in the community, plus people's use and support of it.

4. Underscores the California legislature's declaration "that the public library is a supplement to the formal system of free public education, and a source of information and inspiration to persons of all ages, cultural backgrounds, and economic statuses, and a resource for continuing education and re-education beyond the years of formal education, and as such deserves adequate financial support from government at all levels." (PLF Sec. 18010)

KEY TRUSTEE ROLE IN PUBLIC RELATIONS

There is a natural role and a major responsibility for the library trustee in public relations. He or she serves as the public's representative to provide library direction and guidance. So the trustee needs to keep in close touch with the people, listening to their perceptions of the library, their still unmet information needs, and the role they want the library to fulfill. At the same time, the trustee needs to serve as a spokesperson for the library to help people understand its role and any problems in fulfilling that role, as well as how to use all the services the library provides for them.

As already acknowledged community leaders and as citizens working on the library (or library system) board without pay in public service, the library trustees are in a unique and key position to carry out this two-way communication. By virtue of their payless public service role, library trustees can speak out and respond to the public in ways which the head librarian and staff, in their public employee positions, cannot; or which if they did, might well be perceived differently by the public.

Experienced library trustees make this important observation:

Some of the most effective public relations for the library is done by members of the library board--who may not know that public relations is what they are doing when they 'talk library' to their friends. Everything said about the library adds to the community awareness of a important service, and trustees need to plan to take advantage of the many opportunities they have to boost the library.

A successful public relations program dovetailed with all other goals, objectives and priorities can best be accomplished when the trustees and the head librarian are working in close cooperation, with full understanding of the most effective role for each.

Unless they do work in tandem and write or speak publicly with one voice about the library, "adverse public relations" may actually result. Confusion and differences between their statements, which actually hurt the library's image rather than enhance it, may become publicly apparent.

There is a logical and important public relations role and responsibility for the head librarian and staff. For example: They are the logical source for information and reports on library schedules, activities, acquisitions, and day-to-day library activities, plus people's response to those services. The head librarian and staff also will be sought as speakers before community groups and as participants in a variety of community meetings. They, too, are "the library voice."

FUNDAMENTAL PUBLIC RELATIONS GUIDELINES

It would be virtually impossible to present here a never-fail public relations program for every California library because of the diversity of California communities. A local public relations program which is successful needs to be fine-tuned to its own community characteristics, and its own library situation. Yet, it wisely will be related to the statewide goals, objectives, and public relations programs which library leaders throughout the state have agreed are important for all California libraries. Additionally, some basic guidelines can be helpful since all libraries have general public relations needs in common.

1. FULL TRUSTEE COMMITMENT TO PARTICIPATE IMPORTANT

Effective library public relations requires that everybody be committed to work at it--enthusiastically and regularly. It is not unnatural that some library trustees tend to shy away from involvement in what they see as "publicity seeking, promotion, or writing press releases." Perhaps these activities do not come easily to them. Perhaps they feel public relations requires some formal training in journalism or public speaking.

Each trustee has opportunities to do effective public relations through organizations to which he or she belongs; through contacts he or she has or can easily make; and through communication skills he or she possesses (more than each might initially realize). Trustees likely are already doing much of what public realtions entails--talking with pride and enthusiasm to friends and other community leaders about the library and its important role in the community. Some trustees may find it easier to involve themselves in public relations if they think of it more as "relations with the public."

Marilyn E. Stevenson, California Association of Library Trustees and Commissioners 1985 President, calls it simply "Show and Tell." She suggests:

"Some ways to do this are through public surveys, letters, a suggestion box, coffees, campaigns, promotions, or student board community constituency. The community should identify you with libraries! Carry library books with you! Talk about libraries at parties, etc. 'How can people live without our libraries?' Believe your message!"

Important to remember in the context of public relations commitment: Each library trustee represents the library at all times, sometimes formally and sometimes informally. Varying backgrounds of board members lead to varying opinions. It may happen that each trustee will not always agree with board decisions, but in such an event the trustee should not act unilaterally. This is one of the important dictums for a board member, and it is a basic premise of continued service on the board. Each library trustee publicly speaks for the board, publicly supports board positions, and always remembers that in addition to his or her one voice it is the united voice of the board which has the powerful impact. Different voices saying different things will probably result in adverse public relations.

2. APPOINTMENT OF PUBLIC REALTIONS COMMITTEE HELPS

There is value in the establishment of a standing public relations committee. It concentrates effort. It saves time for the total board. If the library board does not operate on the committee system, it will be wise to make regular provision on the agenda for the board as a whole to decide public relations needs and procedures in relationship with all other goals, objectives and action programs. On occasion, the board may make specific assignments for specific projects--always with a time schedule to clarify understanding and to keep the program moving forward.

A standing public relations committee may be responsible for:

-- Working closely with the head librarian and designated staff in the coordinated procedure agreed upon;

-- Analyzing public relations needs;

-- Developing suggested public relations goals, objectives, action program options and priorities, then presenting recommendations to the full board for decisions;

-- Initiating and carrying out the public relations action program which has been decided upon by the board;

-- Evaluating public relations program in effect.

3. PUBLIC RELATIONS A VITAL PART OF OVERALL PLANNING

Making the public relations program an integral part of the annual planning process is vital, so that the goals as well as the priorities and action programs will mesh. Steps in public relations program planning match the 13 progressive general planning steps to success described in Chapter V--Systematic Planning Process.

It goes without saying that public relations is a key ingredient in any building campaign or major fund raising drive for any library purpose, such as passage of a local library tax levy using special provisions of Proposition 13 (2/3 vote of approval required). This requires a specially planned public relations program which pulls out all the stops and uses many types of communication, is intensive, well organized, spirited, and involves as many on the special campaign team as possible.

An example of such a recent and successful campaign to get the 2/3 voter approval of the local library tax levy in the Los Altos community is explained by Carol Tefft, Librarian at the Los Altos Library (branch of the Santa Clara County Free Library):

"At the beginning of 1986, our ever-increasing deficit had forced the library to reduce hours open to 43 hours per week at the Main Library and 26 hours per week at Woodland. However, the Library Commission (advisory), the Friends, and the community rallied behind the issue and put a five-year library tax on the ballot to restore library service.

"A support group was formed and named themselves ROLL (Rescue Our Local Library). Many Friends and others in the community contributed both time and money to ROLL.

"Brochures and flyers were printed and distributed. Coffees were organized and local authors spoke for the library. Letters to the editors were sent and editorials were written. A speakers' bureau was set up, and speakers attended meetings of local organizations and associations in order to get information out to everyone.

"On the last two weekends before the election, citizens walked precincts and visited nearly every area of Los Altos to urge their friends and neighbors to support the library tax. At the same time, brochures were mailed to all Los Altos Hills residents.

"As everyone had hoped, once the facts were known, and the community had a chance to say what kind of library service they wanted, they overwhelmingly (70 percent) passed the five-year library tax. It became very clear that Los Altos and Los Altos Hills residents want a 'full-service' library with good hours and a substantial book budget. They voted for the five-year library tax to ensure that."

In any public relations program development, the comprehensive community assessment made for general library planning purposes is a big assist. It identifies target audiences. It also provides important facts about them (such as numbers, ages, ethnic backgrounds, etc.) which help pinpoint the public relations approach most likely to reach them effectively. For example, the community assessment identifies:

1. Groups of individuals with similar needs, such as non-English speaking, handicapped, homebound, those needing large print books, and those who could benefit from the library's literacy campaign.

2. Community organizations, such as civic, fraternal, senior citizen, service, recreational, etc.

3. Business, professional, and labor community, including major industries in the community.

4. Education-related institutions and organizations.

For public relations purposes, the organizations and institutions in the last three categories listed above should be further analyzed to record: purpose and general role in the community; size of organization; the organization's past relationship with the library; who its current leaders are; which library trustees are members and/or might be in the best position to involve the group in the library's public relations program.

Determining some priorities is logical at this point. What is the priority message? To which target group or groups should attention be given first, second, and on down the priority scale? Setting priorities can be difficult when there is much which needs doing. But public relations at its heart is sophisticated motivation, and the lesson to be learned from the experts is to tell one message at one time to a targeted audience.

The next big job is to develop a written action program, complete with timetables, and to develop the best approach or mix of approaches which effectively will reach and motivate the targeted audience. This is when brainstorming can begin. Once the creative juices start flowing, the committee, or the board working as a whole, may find the hardest problem is selecting the really best from the many! (It is smart to keep the options not selected for priority use at any planning session on file for possible future use.)

At this brainstorming time, library volunteers, Friends of the Library, Library Foundation members, and even some representatives of the target audience might well be invited to sit in and contribute ideas and/or act as a sounding board for proposed options. After all, who could better say how effective an action idea would be than some of the very people it is hoped the message will reach? And by involving them in this way the public relations minded library board already is reaching out to communicate with the target groups!

One payoff for trustee membership in CALTAC and other library-support organizations is apparent at this point. They provide idea exchange opportunities with trustees in other communities who can supply "how-to" details for a productive list of tested ideas. Only one caution: Since characteristics of communities differ, what works in one place may need to be given a different twist to work effectively in another.

Some examples contributed by experienced trustees:

If a speakers' program for local organizations is decided upon, in addition to a brief speech it might encompass a slide presentation and/or a question and answer period. As an attention getter, it might include a "Show and Tell" display of new and exciting books on the subjects in which the organization members might be most interested. To facilitate such a presentation, the library board public relations committee might draft a "basic" speech focused on the present priority message. This can be made available to all trustees, each adapting it to his or her own presentation style and to the particular target audience. Saves everybody time. Helps those who do not feel at ease "writing speeches." Assures that the priority message is effectively covered.

If regular contacts (both formal and informal) with community opinion molders and organizations is an option selected, each trustee might be given one or several contact assignments. In the interest of reaching out, some "unlikelies" might be included such as new ministers or new managers of local firms or industries.

4. WRITTEN POLICY STATEMENT ELIMINATES PROBLEMS

A written public relations policy will preclude misunderstandings and prevent problems arising. Among points which should be clarified:

-- Respective public relations responsibilities of the head librarian and the library trustees. This will set out how they work cooperatively so that the right hand, in effect, knows what the left hand is doing, and the information each may be transmitting to the public is not at variance.

-- Procedure for board approval before any public relations committee action.

-- Media contact procedures.

-- Official spokesperson for the library board (generally the chairperson/president).

-- Any clearance procedures prior to member speeches, statements representing board position, etc.

-- Procedure for alerting the governing body of the jurisdiction about information to be made public by the board before publication, radio or TV airing, or announcement to any community groups. (Courtesy and good working relationships with the governing body--especially in the case of library boards which serve in an advisory function--suggest this procedure.) Another reason: The media may well contact one or more members of the city council or board of supervisors for comments. So there logically is a "need to know."

Every trustee should have a copy of the public relations policy in his or her Trustee Manual. The head librarian should have a copy, the governing body be informed of the policy, and a copy put on file available to the public.

5. REALISTIC PUBLIC RELATIONS BUDGET NEEDED

Many productive public relations action programs can be accomplished with little or no cost. But even the minimal estimated costs of the annual action programs should wisely be developed into a proposed public relations budget.

This recognizes that public relations is the means to keep the people informed about their tax-supported library, and its potential for their benefit.

6. EVALUATIONS KEEP PUBLIC RELATIONS ON THE SUCCESS TRACK

Evaluation at regular intervals will monitor progress, define problems, and show where adjustments need to be made to increase public relations results. A quick review of some frequent weaknesses in public relations programs could be helpful. Too often the planners do not:

--Really commit themselves to lay out and steadily pursue a public relations program;

--Clearly define for themselves the specific message they want to convey, or state it so it will be quickly understood;

--Define sufficiently the target audience for their message in order to utilize the best method of communication to reach that particular audience;

--Assign priorities to their messages. Rather they are sending numerous messages, and the receiving audience can become confused about the actions to take.

Some helpful steps in evaluation are the following reviews:

Press and media coverage for the past year or more. What image of the library emerges? What aspects of the library story (such as children's programs, outreach programs, financial situation, goals and objectives) have been best told? What aspects least told? What could be tried to increase results? A survey of users and non-users might provide useful ideas.

Public relations program with organizations and community leaders. What types of information have they most often received about the library? What have they heard little about? What library image does it project? To what approach have they generally been most responsive? Least responsive? Perhaps a meeting or informal survey with some organizational leaders could help spotlight their reactions and produce ideas helpful both to their organizations and the library.

Information distributed in the library and for library events, such as tours, special programs, etc. What has been the response? What groups have responded most favorably? What groups have shown little, or even unfavorable response?

TIPS FOR WORKING WITH LOCAL NEWS MEDIA

The local media (newspapers, TV, and radio) are a vital factor in all public relations efforts. In fact, the local media can be--and should be--one of the library's best friends. Therefore, the library board should be no stranger to all media resources in the community. Not all media contact should be by mailed press release, report, or copies of the library board agenda. Far from it.

Library trustees should make it a point to know personally the editors, publishers, TV and radio station managers, editorial writers, plus the staff personnel who are assigned "the library board beat." As determined by library board planning, there should be regular "keeping in touch" efforts.

Basic, of course, is that media contacts be invited and even encouraged to attend library board meetings, and be kept informed of meeting date schedules, agenda items, special meetings, and any other special events. Key media contacts should be on mailing lists for reports, announcements, etc.

Library board members also should keep in mind the value of using the "Letters to the Editor" column. This is a means of reaching a large audience in a direct manner.

Generally, the head librarian and public relations staff member are the information source concerning library activities. The respective trustee and head librarian/staff roles with media contacts always should be clearly understood and observed.

Experienced library trustees offer these tips for working with the media:

--Schedule visits to media representatives in the community. If the library has a public relations staff member, go together.

--Ask the media people what they can use; in what form they wish to receive it; how often they can give coverage.

--Ask them for any ideas they have for giving publicity to the library. Let them think of interviews, public service announcements, or even regular shows for local radio/TV stations.

--Compile a helpful information kit to give each media representative. For example: a summary of the library's goals, objectives, and priorities; current services; flyers or brochures; a listing of special upcoming events; and even a review or two of some new books which might be of personal interest.

--Absorb, but don't promise. Ideas, comments, or even complaints should be taken back to the board and the librarian for discussion as tools in planning future public relations programs.

KEY PUBLIC RELATIONS TECHNIQUES FOR WRITING/SPEAKING

Public relations professionals know that effective written messages as well as speeches utilize certain key techniques. Professional Al Carlson capsuled these "tricks of the trade" at the CALTAC-WILL Regional Workshops:

"1. First you have to get their ATTENTION,

2. Then you have to hold their INTEREST,

3. While you create a DESIRE,

4. And establish the CONVICTION that the library alone can fill that desire; and finally

5. Move them to ACTION!!

"The sneakiest thing to do here is to make that action EASY to perform. If it's difficult and time consuming, most people won't do it.

"Be appropriately informal. Write the way you talk. Talk the way you do to a friend. Simplify. Only _one_ idea per message. Be concrete, not abstract. Use short words. Use short sentences. And phrases. Use the active voice. Use pictures when you can.

"You may not be able to get your target audience to 'take ten steps forward' with one PR message. But if you can get him to take _one_ step, and if you have _another message_ waiting there that moves him _one more step_...Get the idea?"

Neither writing effective publicity releases nor any aspect of public relations is difficult, as the many library trustees who are expert at it will testify. They might admit that the first time for making a talk before a civic group or writing a publicity article is the hardest, but commitment to the great library cause conquers that. They would say, as would the public relations professionals, that success simply requires a clear direction and regular attention.

The reward comes at such times as library budget hearings when a city council member or county supervisor asks "How many really care?" and many from throughout the community stand up to answer "We Do!" Then the library board knows it has done its public relations job well. And immediately starts distributing "I'M A LIBRARY LOVER" bumper stickers to everybody present!

CHAPTER VIII

WORKING RELATIONSHIPS

VIII. WORKING RELATIONSHIPS

State laws as well as local laws and ordinances spell out (sometimes in broad terms and sometimes in quite specific terms) the responsibilities of the library board. But those tangible words alone do not make a successful library. People do. Many others in addition to the library board. In actuality, it is these multiple, intangible working relationships which so often make the difference between an actively supported and healthy library--or persistent problems, stalemates, and a limping library.

This chapter will focus on the importance of the library board's productive working relationships with the numerous individuals and groups with whom it needs to work on a continuing basis--as required by law, or by special commitment, or through library-related interests. These include: the head librarian; city, county, or special school district governing body and their key administrative staff members; other official agencies; library staff; Friends of the Library; Library Foundations; library volunteers; any ad hoc library groups; local school officials; and the cooperative library system advisory board--especially the SAB member (or members) representing the local community.

For system advisory board members, these individuals and groups include: the system administrative council; the system executive director and key staff members; each system advisory board member's appointive city, county or special school district governing body and their key administrative staff members; plus the library board and head librarian in the community that SAB member represents.

The fact is that these working relationships already do exist. The only variables are whether they are productive or non-productive, close or distant, cooperative or uncorporative. The library board or the system advisory board determined to do its job well will make it a priority for all to be effective.

ESSENTIALS FOR PRODUCTIVE WORKING RELATIONSHIPS

Every astute library trustee keeps constantly in mind that no matter how dedicated and capable as an individual he or she may be: 1) The board's first total responsibility is to the general public and the public-supported library, an obligation which takes precedence over personalities, individual achievements, prejudice, partisanship and politics; 2) The library board does not operate in a closed container of wisdom and power in making all the decisions about the library which must be made; 3) Others have legal responsibilities plus talent and commitment in actions affecting the library; 4) The essentials for productive working relationships include individual trustee and total board commitment, tact, two-way communication, understanding, flexibility, and astuteness in local government structure.

If there is to be any productive action in behalf of the library or library system among all individuals and groups who need to work constantly together, someone or some group must begin the willingness to listen thoughtfully to all points of view. Someone or some group must begin the necessary process of dissolving any differences before those differences irrevocably harden. Someone or some group must methodically determine the persons who are the actual "keys to movement" in any situation, must methodically clarify all diverse positions, then must patiently search out all grounds for compromise.

The person who can begin all this is a library trustee. The group which can begin all this is a library board.

Effective two-way communications, which includes not only clearly stating a personal view but listening to others, is a vital "door-opener" to productive working relationships. Library trustees with long experience stressed to those attending the CALTAC-WILL 1983-1984 Regional Workshops:

Communication is that wonderful, free-flow, friendly dialog that helps us learn, inform, share, and solve many of our problems. It may be oral or written. It may be critical sometimes, but hopefully it is constructive. It does not get personal and picky, but instead stays on the high ground of: 'I know you are committed, and you know I am committed. Now, what can each of us do? Or do together?' Once personalities and personal pride become the paramount focus, then the overall library cause suffers.

WITH THE HEAD LIBRARIAN

Crucial to the success of the library is a productive and cooperative working relationship between the library trustees and the head librarian--each contributing his or her special expertise, exhibiting respect for the role of the other, and all committed to constructive interaction. Such an effective working relationship also is vital to the complete success of either the library board or the head librarian.

Their roles are different, but can complement each other if they are working together. Their relationship should never be adversarial, and won't be if all are concentrating their energies on the success of the library rather than on guardianship of their respective authority.

It does simplify and expedite mutually productive action if each has a clearly defined role which the other understands and acknowledges, without attempts to interfere. Should a substantive question arise, a written clarification for the record may be helpful, perhaps developed in consultation with the jurisdiction legal counsel.

Traditionally, the head librarian is the library administrator. Traditionally, the library board exists to represent the people, to see that the community is served with quality and community relevant service, and to provide vital guidance to local government and the head librarian in management, planning, and evaluation. Library board responsibility does not include the day-to-day management of the library. That is the responsibility for which the head librarian was employed. Experience has shown that library board (or individual trustee) dabbling in the on-going library operational management leads to problems which may have serious effect on the library.

The International City Managers' Association text on public libraries makes this assessment:

"The library board relies on the librarian's professional judgment just as the librarian is mindful of the board's sensitivity to community values. The librarian and the library board are interdependent, and mutual confidence and respect are mandatory for effective working relationships."

Making their working relationship more complex are some local government structures and administrative procedures. City, county, and city-county libraries operate as departments of local government. One resulting example: The head librarian in a city library with an administrative library board works simultaneously with that board and a city administrator.

Because of the local library service pattern, trustees may find that their head librarian works simultaneously with as many as six or eight local library boards representing the regions served by the same library. For example: Los Angeles County Public Library.

WITH LOCAL GOVERNMENT OFFICIALS

With no individuals and no groups is it more essential for the library trustees to work harder to establish and harder to maintain effective two-way working relationships than it is with the governing officials who make the ultimate budget and policy decisions in each local government jurisdiction--the mayor and city council members, or the county board of supervisors.

No library board can claim effective working relationships with these governing bodies unless all trustees are willing to (and do) regularly sit down and talk amicably (not defensively) about the library budget, programs, services, goals, building needs, or any related problems.

To state bluntly and frankly what astute library trustees find vital to bear in mind: Not only do local governing officials hold the ultimate purse strings plus other "yes or no" powers over the library, but the politics of government on a day-to-day basis are subject to the pulling and tugging of a variety of local interests and institutions, plus consensus-seeking and compromises.

Also to be given serious thought by library trustees are points stressed in The Public Library in the Political Process, a still-studied 1949 book reporting the nationwide public library inquiry made by the Social Science Research Council:

"The fundamental fact we found about board and librarian dealings with government is the profound ignorance of library business in city hall or the county court. It is very small potatoes in most cases...the library is dealing with a political hierarchy which accords library business scant attention. The multiple contacts of the librarian and his board can help overcome this..."

Local Public Library Administration, the International City Managers' Association text on libraries, makes this thought-provoking point:

"...the destiny of the library is inevitably bound up with the dynamics of political considerations. For this reason, to continue the long-standing tradition of aloofness from city hall and its occupants would ill become both librarians and library boards...in cutting itself off from the main stream of local political action, the library has seriously deterred recognition of its program and the financing needed to carry it out..."

A responsibility which weighs heavily, then, on each library trustee is to make certain that local governing officials put the library in its proper perspective, do not take it for granted, or allow it to fall hopelessly behind community needs in the pulling and tugging of local government final decision-making.

It is important for trustees to make certain that the library is not viewed as an "intellectual frill" or a "small potatoes adjunct" of local government, but is actively supported by all in the political power hierarchy as: 1) a unique community asset; 2) a major resource which meets articulated public needs for information as well as life-long education, culture, and recreational pleasures; 3) an open non-judgmental institution guaranteeing intellectual freedom for all people of all persuasions in the community, which local government must be prepared to protect against any and all censorship attempts.

TRUSTEES' STRONG WORKING RELATIONSHIP POSITION

There are numerous reasons why library trustees are in an especially strong position to maintain such effective working relationships:

-- Since they serve without pay, trustees enjoy an independence of approach. Thus as public officials, they can represent citizens to other public officials with freedom. Important point: The head librarian, who often serves in a line relationship to a manager or to elected officials, lacks this freedom of expression, as he or she may be considered to have a vested interest as an employee.

-- Since trustees were appointed or elected with a legal mandate to work in the interest of the library and the public it serves, conferring with the governing officials is part of the job they were selected to do.

-- The impact of the board comes not only because it represents the community but because it speaks with one voice. This is when trustee teamwork is vital!

-- Trustees are voters in the local governmental jurisdiction.

-- Trustees represent a broad base of people in the community.

-- Trustees see the library from the users' and the public's point of view, yet they have a working knowledge of library operations--a dual perspective which astute governing officials should welcome hearing.

--Trustees also have unstated political relationships with their local governing officials. These are a highly variable blend of local custom, interests, concerns, and personalities.

METHODS FOR WORKING RELATIONSHIPS

The methods by which an effective, interactive working relationship is established and maintained are varied. They include:

1. Meetings of library board with entire governing body or with individual officials. (These may be formal or informal.)
2. Letters and memos to and from governing body and library board requesting information, providing information, requesting or making proposals and recommendations, or providing reactions to proposals.
3. Reports from the library board to governing body, or visa versa.
4. Minutes of meetings and/or meeting agendas.
5. Announcements of upcoming library programs or special events.
6. Verbal presentation or comments by a library board spokesperson at a regular governing body meeting. (As a general rule, a library trustee speaks for the library board when appearing before local officials. Most trustees who wish to address their officials in a public, formal manner may do so simply by asking to be placed on the agenda at the officials' next meeting.)
7. Personal, informal contact of library trustees with individual local officials.

Professional advice concerning methods of communication which build effective working relationships is provided in Local Public Library Administration:

"It is essential to set up a systematic program to inform city (county or special districts) officials of significant library developments. Formal and informal written reports, addressed either to individuals or to the council (or county supervisors) as a group, can fulfill this purpose when changes and improvements in the library's program are imminent. Plans for meeting long-range objectives, particularly if they will require future expenditures, as most plans seem to do, should be reported as they evolve.

"Citizens frequently send letters of complaint or suggestions for changes in service to the mayor or their council (county supervisor or special district official) rather than directly to the library. When such a letter is referred to the library for investigation and reply, a carbon of the answer to the constituent should be sent to the official concerned. In such an instance, a full explanation as to the reason for the policy or practice in question may serve the double purpose of mollifying the citizen and informing the official of financial deficiencies which prevent fully satisfactory service.

"Elected officials should receive announcements of such library events as social affairs, ground-breakings, openings of new services, National Library Week programs, outstanding exhibits, or any occasion that puts the library in the limelight. Although they may be able to attend only a few of these events, they always appreciate being informed of what is going on.

"City (county or special district) officials are understandably sensitive about receiving their first information on important developments or serious problems in their constituency from the newspapers. It is not only courteous but salutary to send copies of significant news releases to the offices of the mayor and the councilmen (county supervisor or special district official) concerned. Fears that such attempts to keep officials informed will inevitably result in their interfering with the library's administration are largely unfounded. Most officials are far too busy and hard-pressed by a multitude of important matters to have any serious ambitions to move in on the management of the library."

Among effective specific communication methods shared by experienced library trustees active in CALTAC:

-- The Arcadia Library Board (administrative) invites new city council members to a continental breakfast at the library; takes them on tour of the library; presents each council member who does not have a library card with a card. Each trustee makes a short presentation concerning some phase of library service or something new in the library, reports Bea Chute, CALTAC Past President and member of the Arcadia Library Board.

-- The library board needs to be very visible, stresses Dorothy Bertucci, 1986 CALTAC President and current member of the Sonoma County Library Commission (administrative).

-- A committee of the library board meets regularly with the community relations committee of the city council, reports Ruth A. Kampa, CALTAC Past President and member of the San Jose Library Board (advisory in a charter city).

-- A member of the city council acts as a liaison to the library board and attends all library board meetings.

-- The library board meets with the city council every six months.

THE EFFECTIVE "HOW" OF COMMUNICATION

Often the difference between productive, unproductive, and even counter-productive working relationships rests squarely not on *which* communication method is used, but on *how* that communication is made.

Several basic guidelines from experienced library trustees:

1. Astute library trustees must develop a mind-set not to be hesitant, timid or even over-awed in working with local governing officials, although always bearing in mind that they merit respect for their authority and legal responsibilities. Key points for library trustees worth repeating: Trustees also are public officials appointed or elected to represent the best interests of the

community in library services. Therefore, all local officials should welcome the opportunity to hear from, and to work with, trustees.

2. All-important is that every member of the library board express the same basic message. One message repeated makes impact!

3. All trustees should make it a point to get acquainted with each power-hierarchy official and to determine his or her general philosophy about local government, past votes and positions affecting the library, especially on the library budget. This helps in determining how to marshal facts and a presentation approach for each individual which is most likely to gain his or her support for the library.

4. Be conversantly familiar with local, state and federal laws and policies affecting the library. This includes an understanding of the local library's relationship to all departments of city or county government. Attend regular meetings of the governing body to observe.

5. Plan presentation strategy carefully before communicating about a specific issue. The time to make key points may be brief, and such an opportunity may not come again soon. Advance homework pays off.

6. Phrase all presentations around benefits to people in the elected official's district, or user needs, and community needs. (In other words, do not say: "The library needs..." Instead, say: "The people need..." Or "Your constituents need..." Or "The taxpayers will benefit ..."

As underscored in The Public Library in the Political Process:

"...In local politics the potential of libraries, like that of other public services, is measured chiefly in terms of consumer service. If the new services of the library can increase the number of library consumers or the value received by them, by so much the library gains in political power."

7. Make important points as clearly but briefly as possible, mindful of the official's usually crowded schedule, or other items on the meeting agenda. Never be vague or speak in generalities.

8. Provide opportunity for questions. Be prepared for a pro and con discussion.

9. So important: Be prepared to justify or to document with facts and figures the statements made in a presentation. Many times it is helpful to leave a brief fact or summary sheet with the officials for reference, study, or *as a reminder*.

10. Listen carefully for expressions of the official's viewpoint or points of concern, taking notes if possible to assist memory after the meeting. This may help develop answers which can later be provided to change his or her view; or indicate points which in compromise or consensus-seeking could be of paramount importance.

11. Most productive are periodic and regular communications. Do bear "timing" in mind. As stressed in *Local Public Library Administration*:

    > "...all too many libraries come to the attention of elected officials only once a year--when the budget is being debated. Budget time is hectic at best. Caught between the pleadings of department heads and the wails of taxpayers' associations, councilmen (county supervisors) have little opportunity to give calm, unhurried, sympathetic consideration to the program and needs of the library. Unless friendly impressions have already been formed as the result of a continuous effort to keep councilmen (county supervisors) informed about the library, the budget presentation will be severely handicapped."

12. Belligerency is seldom, if ever, the road to success in government and politics. Professionalism, calmness, willingness to hear differing points of view, and consensus-building get more productive mileage--and a greater chance that the door will be opened when the library trustee asks to come again.

Should conflict arise, it is usually more effective to seek solution through consultation and amicable negotiations than through confrontation and litigation. Professionals in the art of government operations know that more eventual progress results from patient, consensus-seeking and quiet mediation than from any dramatic, position-hardening confrontation. Wisdom suggests of course that library board reasonableness should not be followed to such an extent that the library or the library board are stepped on, or are stepped over. As a last resort, the board may consult the legal counsel of the jurisdiction for a written opinion. Or consult an attorney for the board.

The Public Library in the Political Process, written after a nationwide public library inquiry, makes this observation concerning effective communications:

"In dealing jointly with government officials, librarian and board can ideally complement each other. We talked with librarians who lunched with city manager weekly at Rotary or dealt with city affairs at a top level through informal luncheon groups, select clubs, and common membership on other administrative boards. We found women librarians who combined the graces of a southern lady with the shrewd touch of an experienced politician and the prestige of a learned profession. It is an interesting blend for invading city hall. We also found board members who could invade a budget hearing with a prestige undoubtedly effective after the clamoring of competing department officials. We met board members who could settle library business weekly with the city commissioner on the street corner."

WITH KEY ADMINISTRATORS AND OTHER LOCAL OFFICIALS

Trustees who wisely analyze the local governmental structure will recognize that there are certain administrative staff members and other officials in key positions of power whose cooperative support as library friends and allies can be helpful indeed. They can provide information and advice to the library board, help expedite or arbitrate, and supportively present the library's case as they work with the governing officials and city or county operating departments.

Depending upon the structure and the size of the jurisdiction, these key-position officials may include the city manager, county chief administrative officer, budget officer, planning department, purchasing officer, city or county clerk, legal officer or others. They also may include officials and key staff members of other governmental agencies or intragovernmental bodies which have jurisdiction in matters pertaining to the library, especially a library with an expansion or building program in its future.

But their interest, cooperation and support cannot be as effective as it might be if: 1) there has been no cordial rapport with the library board on a regular basis; 2) these officials are not acquainted with the library's goals and its needs in order to provide community wants; its unique position as a cultural and recreational center for people of all ages, and as a community asset which draws numbers of people into the downtown and/or to the shopping center where it is located.

WITH LIBRARY STAFF

Trustees individually, and the library board as a whole, have definite but officially circumspect working relationships with the library staff members. The trustees need to recognize and show their recognition that the library staff: 1) is the front-line image the public receives of the library; 2) has responsibility for helping implement the library goals, objectives, and plan of action, plus responsibility for equitable enforcement of policy; 3) has professional talent and commitment in library service--and gives both to the library eight hours a day; 4) is part of the actual team (along with the head librarian and trustees) which must work together well in order to turn their mutually-shared dream of a successful library into reality.

Professionally-oriented trustees behave toward staff members as do business boards of directors with members of their firms. Their relations are: open; cordial and friendly; appreciative and supportive; mindful of staff morale; business-like without exception; completely free of trustee interference or intervention between staff and head librarian; without direct criticism to any staff member, and without comment concerning head librarian or any other staff member. There is never any individual trustee request for, or expectation of, special privileges as an individual library user.

Professionally-oriented trustees observe the library's management structure scrupulously, recognizing that all matters concerning management functions and day-to-day operation of the library are responsibilities of the head librarian and of the library supervisory staff.

Trustees also honor the channels of communication established within the library. While making it a point to visit the library periodically and regularly in order to serve on the library board most knowledgeably, the astute trustee also makes it a point to follow protocol of seeing head librarian first, and then visiting informally with staff. If a staff member approaches a trustee with an idea for improving service or with a complaint, the trustee listens in a friendly, non-committal fashion, then encourages the staff member to present the idea via the library's accepted procedure. Effective trustees do not show favoritism among staff members.

At the same time, the wise library board will: 1) establish in cooperation with the head librarian written protocol on board/staff communications, and establish a policy that any staff work assignments in connection with the library board must be channeled through the head librarian; 2) reassess, when necessary, any committee or board assignments for staff in light of staff time schedules or deadlines, reordering priorities or reassigning tasks; 3) put in writing any requests with which the library staff will be involved, being as specific as possible to assist the staff in providing the requested information in its most useful form for the purpose intended; 4) consider ways in which the library board alone or with other officials may publicly recognize staff, such as service-time recognition presentations or ceremonies, honors recognition, etc.; 5) encourage staff training and professional advancement.

WITH FRIENDS OF THE LIBRARY

An especially significant, on-going working relationship for library trustees is with the local Friends of the Library, that group of active volunteers who are independently organized to support, promote, improve and expand the local library. Friends are generally recognized as among the most important citizen groups in the library world, having benefited libraries time and time again as a result of their activities and representation of community needs and interests. But their role and the library board's legal function are not one and the same, and cannot be treated as such by either the library trustees or the Friends.

The basic relationship between library trustees and Friends which best serves both groups, (and which ultimately best serves the library), is mutually communicative, cooperative and supportive--since both groups are dedicated to promoting and improving library services.

However, this relationship between them, and the relationship of each to the library, is affected by the distinct differences in the role of each. Both groups, as well as the community in general, need to clearly recognize and understand, as well as respect, these important differences. Working cooperatively together and in cooperation with the head librarian, they can be strongly-allied driving forces to accomplish the library goals and priorities. Conversely, if they are working uncooperatively with any tension between them, or if they are working at cross-purposes because of any lack of understanding of their different roles, a negative impact on the library's community image as well as on its operation and services may result.

Trustees serve the library officially in an administrative or advisory capacity as a legally appointed or elected board, and are thus held legally responsible for the results of their decisions and actions. They also are restricted to function within perimeters established by state or local law, ordinance or policy. (While trustees often help establish a Friends group, they usually do not serve as officers of Friends because their legal obligations could result in conflict of interest.)

On the other hand, Friends groups are separate, independent organizations with their own officers and organizational structure. They are not responsible for the governance of the library, the administration of the library, or any library policy-setting functions. Nor can they legally take on any of the functions assigned by law to the library board.

The local Friends groups, many of whom are nonprofit corporations, organize and perform a variety of library-support activities. They raise funds for library service enrichments. They sponsor adult culture and education programs, as well as programs to encourage children to read and to utilize the library. They actively support library building or improvement projects. They publish news about the library and encourage library support by others. They speak effectively as library advocates to lawmakers at the local, state and national levels, and to other community organizations. They provide many individual hours of volunteer library services.

Currently most California libraries (including academic libraries), and even some branch libraries are supported by local Friends of the Library groups. (The statewide organization of local Friends groups is the Friends of California Libraries.)

Library trustees can work with their local Friends organization in fulfilling its invaluable library support role by:

-- Developing, in cooperation with the head librarian, a policy to clarify the role of Friends in relationships to the library and the library board;

-- Inviting and welcoming Friends to library board meetings, also encouraging at least one Friends member to serve as a regular liaison by attending all board meetings;

-- Regularly providing Friends with information such as library board meeting minutes or agendas, reports, etc.;

-- Considering Friends members for informal advisory or consultive committee membership, (especially all citizen-input opportunities when library goals, objectives and priorities are being planned annually to meet community wants and needs); in community and/or library-user surveys being developed and conducted;

-- Attending Friends' special events (but always in compliance with the Ralph M. Brown Act);

-- Recognizing Friends' contributions in such ways as letters to officials, certificates of appreciation, press releases, and in special programs honoring groups and individuals for support of the library.

WITH LIBRARY FOUNDATION

Equally important are effective library trustee working relationships with their local Library Foundation, if such an independent, public benefit corporation has been organized to solicit and receive contributions to enrich services, facilities, and activities of the local library. Some examples of libraries presently supported by local Library Foundations: Mill Valley Public Library, Huntington Beach Information and Cultural Resource Center, Napa City-County Library, Sonoma County Library, and Los Angeles County Public Library. (The California State Library also has such a support organization--The California State Library Foundation.)

Their number is increasing throughout the state, and their contributions to the libraries they support are significant. These organizations (guided by elected boards of directors) generally undertake an active and on-going program to solicit contributions of cash or property; memorial gifts to honor a friend or family member; bequest in a will or trust, or naming the Foundation as beneficiary of life insurance; or establishment of a special endowment. They generally offer categories of membership based on the amount of the gift, such as associate, contributing member, founder, corporate founder, founding patron, and lifetime founder. They also schedule special fund raisers and other events such as special exhibits, entertainment programs featuring celebrities, reception, fashion shows, and dinner dances.

The previously discussed methods for achieving effective working relationships between library trustees and a local Friends of the Library group basically also apply to maintaining productive working relationships between trustees and the local Library Foundation.

WITH SERVICE-IN-THE-LIBRARY VOLUNTEERS

Another significant, on-going working relationship for library boards is with the many civic-minded individuals who recognize the benefits of a good library in their community and generously offer their personal time and talents for a volunteer service-in-the-library program. Their tremendous importance to the public and the library world merits recognition and gratitude from the library board, head librarian and library staff, as well as from the community in general. California State Library statistics for 1984-85 showed that libraries over the state benefited from a total of 478 fulltime equivalent volunteer hours per week.

For the library to involve the spirit of volunteerism which exists in all communities is a very positive step to take. (After all, library trustees are volunteers, too.) Not only does the volunteer service-in-the-library program provide assistance to expand actual library services to the public. It visibly demonstrates to government policy and budget makers what service time the library is not able to provide within its present budget. It helps point out how many citizens deem the library of uppermost importance in their communities.

Library boards should remember: Careful initial discussion and planning helps insure that all working relations in the volunteer program begin--and remain--healthy and productive for the sake of the library's effective operation, its community image, and all supporters' involvement with the library.

With each evidence of the volunteers' usefulness, the temptation to utilize volunteers generally grows greater for a library eager to provide all library services which the community wants and needs. But the basic premise to be kept uppermost in mind concerning the use of volunteers in actual library service: Although volunteer assistance accomplishes many supplementary and important tasks for a library, volunteers cannot supplant activities and functions of the specially-trained professional staff.

Volunteers have provided such numerous valuable services in libraries as assisting with circulation procedures; shelving returned materials; working with outreach programs; taking books to convalescent homes, hospitals and to the home-bound; working with senior citizen groups; presenting film programs; tutoring in the library's literacy program; collecting and compiling historical material; story-telling to interest children in reading, or assisting in other ways with children's programs; planning and creating library exhibits; preparing picture files; updating clipping files; preparing oral history projects; making library surveys and tabulating the findings; helping new library users understand how to make maximum use of the library; assisting with special library programs, etc.

The library board's working relationships with volunteer service-in-the-library programs and individual volunteers are most productive when such programs are:

-- Planned in cooperation with the head librarian and professional staff;

-- Planned with volunteer program goals, objectives and priorities which mesh with the library's overall goals, objectives and priorities; the program clearly defined as to how it can help professional staff, and benefit the library and the community;

-- Realistic as to expectations from volunteers, hours likely to be donated, types of assistance which volunteers can most likely provide, training to be required, supervision to be required, etc.;

-- Carefully developed with a clearly understood structure such as volunteer supevision, consistent service, the status of volunteers, expectations of volunteers and expectations from volunteers, task descriptions for volunteers, volunteer program hours, orientation necessary, training and evaluation consistent with fair practices;

- -- Comprehensive as to all such technicalities as insurance; expenses for library-related activities, use of library vehicles and sophisticated electronic equipment, etc.;
- -- Open to the community on the basis of specific assignment descriptions and volunteer capability;
- -- Structured to provide recognition and appreciation for volunteers in the service-in-the-library program;
- -- Regularly evaluated.

In operating volunteer service-in-the-library programs, a welcoming, cooperative and supportive library trustee working relationship with all new and all regular volunteers is important. All library trustees need to recognize and respect: 1) the established and agreed-upon structure of the volunteer program; 2) the role of the program supervisor in the day-to-day coordination responsibility for the program; and 3) the established channels of communication. Wise library trustees will not attempt on-spot intervention or personal direction. On every occasion they will, however, show personal appreciation for volunteer assistance generously provided to the library and the community.

WITH AD HOC LIBRARY ADVISORY GROUPS

From time to time libraries may be the fortunate recipients of a special project grant which mandates an advisory group to assist with community liaison and evaluation, (i.e., an outreach community program funded by a Library Services and Construction Act grant).

It is the close and on-going communication between trustees and this advisory group which will help insure the benefits for which such advisory groups are designed. Communication, of course, does not just happen. It has to be planned for by the board and the library advisory committee. For example: Designated representatives of both library board and advisory board meet regularly for study and discussion, then report back to their respective boards. They can help determine if the program is going along successfully.

WITH LOCAL SCHOOL OFFICIALS

The need for the establishment and maintenance of productive working relationships between library trustees and local school board members and key administrators has long existed. But it is increasingly imperative when school budget reductions close a growing number of school libraries or reduce hours and staff, so that public libraries (always heavily used by students) then face greatly increased student use to fill the void.

Pertinent for review here: The Chula Vista Public Library reported (as an example) that cutbacks in local school libraries in 1984 resulted in a 36 percent increase in information and reference questions for public library staff.

As stressed by the California Library Association:

"Public libraries are an integral part of public education. Even with state funds for schools, public libraries are still providing the majority of library services for school districts statewide."

The public library-school interrelationship and the unresolved questions posed have resulted in the following analysis of the increasingly serious situation by the International City Managers' Association public library text, Local Public Library Administration:

"...the public library, although not organized as an adjunct to the schools, is increasingly involved in serving the greater needs of students. Few if any public libraries are fully equipped to meet this onrush and are finding that their non-student public is being deprived of service--not to say being physically squeezed out of library buildings.

"Many difficult questions are raised. Library boards, city officials, and appropriating bodies are asking whether the public library is supplying a service which should be done more fully by the schools. Although it is conceded that the schools must do everything in their power to build up their school libraries and book collections, it must be remembered that they cannot hope to supply the full reading and informational needs of their students. Even if the time comes when all school libraries have been strengthened to the point where they can completely meet national standards, it will still be necessary for students to use their public libraries, not only for their normal recreational needs but also for consultation of the public library's extensive reference files of documents and periodicals.

"It is the present duty of librarians and library boards to consult with officials in school systems to develop ways and means of solving the problems of library service to students. The library will often find that the changed methods of education which have contributed so heavily to this situation are actually not understood by school administrators with respect to the implications for library use. It is therefore necessary to bring home, first to boards of education, next to curriculum planners, and most particularly to those administrative school officials who plan the budget, the fact that heavy increases in library resources will be required if these new and acknowledgedly superior teaching methods are to be continued.

"Clear-cut policy statements need to be worked out as to the conditions under which teachers and students may make use of the public library and what services they may expect and may not expect in that institution. The commonly accepted goal of excellence in education cannot hope to be achieved until the role of library service is fully implemented."

BETWEEN LIBRARY BOARDS AND SYSTEM ADVISORY BOARDS

System advisory boards for cooperative library systems were created by the California Library Services Act in 1977. Hence, relatively new working relationships are still being developed between: 1) the local library board and the system advisory board of the cooperative library system of which the local library is a member; 2) the local library board and the individual (or individuals) appointed to represent the local jurisdiction on the SAB.

Elementary are working relationships built on clear, mutual understanding by members of both boards of the respective roles of each. In some instances, the local governing body appoints to the SAB former local library trustees, who of course are fully informed concerning local library board functions. But in other cases, the local SAB appointee has not had the opportunity to become fully conversant with the local library board functions. At the same time, new local library trustees may have questions concerning the SAB and the cooperative library system.

Also essential are basic working relationships which are mutually communicative, cooperative and supportive--since both boards are committed to the library cause in general and to library services which meet the changing needs and wants of the public in the areas they serve.

All include coordination with the head librarian of the local library and the system administrative council.

Local library boards will find it helpful to: receive SAB agendas, minutes, reports, etc.; attend, or send representative members on a rotational basis to SAB meetings; perhaps invite the SAB chairperson to join the local SAB representative in attending one or several local library board meetings to summarize current SAB concerns and projects, as well as discuss concerns of mutual interest; place the SAB on its mailing list.

Communication between the local library board and the local SAB member (or members) may take one or several forms. For example, the local library board may:

- Keep the local SAB member appraised of goals, objectives and priorities; the current local library budget and still unmet needs; program activities; board concerns; community survey findings; reports; minutes and agendas, etc.;

-- Invite the local SAB member to attend meetings and report on SAB goals, priorities and activities, plus his or her general viewpoints;

-- Urge the local governing body not to let the local SAB representative position be left vacant, as has been reported in the past in some jurisdictions. (One SAB member responded to a 1985 CALTAC statewide system advisory board member survey with this sad commentary: "In some cases, libraries are very low priority on the lists of city councils or boards of supervisors, and these bodies do not get around to confirming members for months, causing the system to have vacant seats.")

-- Encourage well qualified local library supporters to submit their names for nomination by the local governing body to the system advisory board when vacancies occur; and/or the local library board may compile and submit names of well-qualified potential nominees to the local governing body;

-- Suggest the local governing body appoint alternatives (if such is not now the case) so that in the event the regular local SAB representative could not attend the SAB meeting, the local jurisdiction still would be represented through the alternate;

-- Study the helpful report provided by the California Association of Library Trustees and Commissioners concerning Statewide SAB activities plus goals and challenges as viewed by members. This may reveal additional means by which local library boards and system advisory boards could work together effectively and productively. (See Chapter XII--Appendices.)

CHAPTER IX

LIBRARY ADVOCACY

IX. LIBRARY ADVOCACY

No individual (including the head librarian) and no local, state or national group--not one--is in a better position than the individual local trustee and library board to speak out freely as a strong advocate for the local library, the cooperative library system, and for libraries everywhere. Despite the professional knowledge, commitment, and dedication of the head librarian and staff, they can possibly be viewed as having a vested interest because they are library employees. On the other hand, trustees are volunteers and community leaders speaking out on behalf of their fellow citizens in support of a public service which will enhance their community and provide learning opportunities not only for this generation but for generations yet to come.

No individual and no group--not one--is in a better position than the individual local trustee and the library board to motivate and mobilize other community leaders and leadership groups to join actively in library advocacy.

No trustee or library board action is more vital--now and for the distant future--than advocacy for the library. Library trustees are true leaders when they advocate strengthened and improved public library services in their communities, regions, the state and nation. Each library trustee has a responsibility to tell the library story to mayors and city council members, to county commissioners, to the governor and to state legislators, to members of Congress and to the President. And no one is in a better position to do it!

TRUSTEES' STRONG POSITION FOR ADVOCACY

Why trustees are in the strongest position to take a leadership role in library advocacy has been mentioned earlier, but is important to underscore here. Trustees are unpaid volunteers in public service. They can speak up with freedom as representatives of the public. By their willingness to serve, they demonstrate their strong belief in the value of a library as an institution dedicated to the pursuit of uncensored intellectual freedom; as a source of information and life-long learning; and an asset which materially lifts their community from existence as a mere collection of houses and businesses to a community dedicated to the quality of life for all the people who live there. Their appointment by locally elected officials (or their election as trustees) is evidence that their abilities, plus their community leadership qualities and dedication to community welfare, are recognized and respected by the people in the community. Their work as library board members gives them a professional and close working knowledge of the library. Their commitment to advocacy, plus their active advocacy role, shows their political acumen in government and in political realities. It shows their knowledge of how to make things happen.

TRUSTEES AS LIBRARY ADVOCATES ARE IN THE BEST COMPANY

The dictionary definition of advocacy is "speaking in favor; public recommendation; support." The word "lobbying" has found its way into the dictionary from the "slanguage" of the actual day-to-day political practices accepted in a democratic government, the pulling and hauling of varied interests for legislative funding and policy support. Its definition is "to try to influence legislators."

Some library trustees might at first feel hesitant to consider themselves as "lobbyists." Upon reflection, they should realize that it is a lawful, democratic action. It is practiced on occasions by U.S. Presidents! It is no more than voters contacting their elected representatives about what is important to them (in this case what library services mean to the community) plus assembling facts and presenting evidence.

The lines between advocacy, working relationship with local officials, and public/community relations, of course, overlap. But determining the lines between is not really as important as is doing them all and doing them well, no matter by what name they are called.

When library trustees speak up for libraries as advocates or lobbyists they may consider they are in the best of company. Even a quick review of the history of almost any community in California or across the nation shows that many of the history-honored community leaders spoke out for establishment and improvement of libraries. Because they believed strongly in the library cause they did not hesitate with the excuse: "I have never called on a local official to ask support for anything." "I have never written or called on a state legislator to talk about funding." "I have never made speeches before."

They wrote, and they spoke to legislators and local officials. Some wrote or spoke eloquently. Some wrote or spoke simply. But they did. They asked. They reasoned. They cajoled. Many of them in their day wrote Andrew Carnegie, the library philanthropist, to ask for money for a library. They mobilized others to speak out. And they kept at it until they got libraries for the children and the adults in their communities. Or they got better libraries. Today's trustees will surely do no less to carry on this proud tradition of community leadership and library advocacy.

WHY LIBRARY ADVOCACY BY TRUSTEES IS SO VITAL

Why is library advocacy so vital in these times? A variety of reasons: 1) Public libraries are an integral part of community life; 2) Information and need for life-long learning are increasingly important for each individual in the community; 3) Libraries face costly technological changes to keep pace with such community needs; 4) The taxable wealth of each local jurisdiction varies, at the same time that libraries face greater costs; 5) Libraries' traditional tax funding bases are eroded; 6) Libraries must be increasingly competitive with other departments of local government to meet increased community needs with shrinking and/or always-limited funding; 7) Without strong grassroots advocates to speak up in the political reality of democracy's push-pull pressures for money and government policy support, libraries can be literally lost in the shuffle, be taken for granted, and face tokenism.

A capsule explanation of why libraries need advocates contained in The Public Library in the Political Process, merits thoughtful library trustee study:

"Although the library has no natural enemies, it suffers concurrently from the fact that it has no natural political allies. In a political system where governmental action follows the main stream of pressure from producer groups, as it does in the United States, the library, serving a minority of individual consumers, floats along helplessly. In this it is not different from many institutions representing consumers...

"...What the library does, the service it renders, does not build a persuasive political platform. This comes about, not from any failure on the part of the library, but because the character of its influence is imponderable; it cannot be made clear and incontrovertible. Its value to the community can only be measured by its effect upon the minds of individuals and the growth of their personalities. It is an article that can be sold on the political market only by the eloquence with which it can explain the inexplicable."

IMPORTANCE OF PARTICIPATION IN LEGISLATIVE DAY IN SACRAMENTO

In addition to regular individual contacts with elected state representatives, library trustees committed to carry out their uniquely important advocacy role can help libraries help people by participating in the annual California Legislative Day--joining forces with hundreds of other library advocates from throughout the state for a substantial show of library support in the legislative offices in Sacramento. This event is coordinated by the California Library Association. Library supporters focus on face-to-face discussions with lawmakers about what libraries need to better serve the people. To help convey their message, they wear eye-catching "Support Your Library" lapel buttons. (These are produced by and available through CALTAC. See Chapter XI--Helpful Organizations.)

Trustees can help make the day a success for libraries not only through their own participation, but by taking leadership to mobilize members of the local Friends of the Library, library volunteers, and other community leaders to attend. The day permits visits to their legislators' offices (and perhaps luncheon with them for informal and unhurried discussion); visits to the governor's office; sitting in on legislative committee hearings; and gathering key information from library legislation status reports by legislative leaders, the State Librarian, and California Library Association officers. The numbers of library advocates present, the meetings with legislators, and the media coverage of the day's events strengthens focus on the grassroots support libraries have, and what they mean to individuals and communities across the state. As the California Library Association points out to its members:

> "This is also an excellent time to bring the legislators and their staffs up-to-date about the contributions that libraries are making to their community. Be prepared to talk about special programs of your library or library system. If your community is active in support of your library, you might consider bringing letters and petitions signed by the citizens of the community."

VALUE OF CLA LEGISLATIVE NETWORK IN ADVOCACY

To provide valuable assistance in advocacy for California libraries (especially for state funding), trustees should seriously consider volunteering as a Contact Member of the California Library Association Legislative Network under the guidance of the CLA Government Relations Committee. As CLA explains its Legislative Network:

> "Contacts provide legislators with timely information on general matters related to libraries, and in particular, to the needs of libraries...Many Contacts also organize local 'grassroots' support groups to write letters, make telephone calls, and to lobby their neighbors and legislators to support legislation relating to libraries. The Contacts serve as conduits of information to the support groups, including the broadcasting of 'Calls To Action' that originate from the CLA Government Relations Committee and the Legislative Advocate."

IMPORTANT ADVOCACY TECHNIQUES

Being motivated to serve as a library advocate does not automatically mean doing the job effectively. Some techniques work. Others have little effect. Some actually may be counter-productive. Trustees must remember they are, in effect, matching wits with the political-arena pros, and are playing for high stakes. As players they need to know the rules of the game.

Some important "basics" suggested by trustees who have served effectively as library advocates:

1. Develop a "go-about-it-professionally" mind-set. Advocacy actually is an exhilarating intellectual challenge. Don't be timid or hesitant. Remember you are a voter speaking to your elected representative, not asking for something for yourself, but for all the people in your community and in the state. In truth, as a trustee you are a public official consulting with another public official--both accepting degrees of responsibility for public institutions and allocation of public funds.

2. Understand the basic political process--the way bills become laws, the layers of control involved in government at all levels, and learn the ways to affect government decision-making. It is important to recognize that city, county, state and federal laws and policies are not cast in stone. All can be modified to meet the changing needs and values of local citizens, local libraries and communities, county, regional and state library systems.

3. Don't think you must go the library advocacy road alone. In reality, it is more effective if you enlist others. Your role can be effective as a catalyst. Mobilize community groups and community leaders, especially Friends of the Library. Encourage them to enlist others. (See Chapter VII--Public/Community Relations, Chapter VIII--Working Relationships, Chapter XI--Helpful Organizations.)

WAYS TO COMMUNICATE WITH LEGISLATORS

The California Library Association suggests the following communications techniques:

PERSONAL VISITS. Face-to-face discussion is the most effective means of communication, and essential to the establishment of a solid working relationship if you do not already know each other. A meeting is more easily arranged early in a session, before pressures build up.

All legislators have one or more district offices. Visits there will be more convenient for you than in Sacramento--or Washington. California legislators are normally in their districts Friday-Sunday each week, during legislative recesses, and between sessions. Members of Congress return periodically (check with the district office) during Congressional recesses, and between sessions.

Constituents are always welcome in Sacramento or Washington. Be sure you have a firm appointment. Use the district office to make local or Capitol appointments. (Get to know district staffs: secretaries and administrative assistants. Close working relationships will benefit in many ways.)

Take along others--library director, trustee, Friend, representative of a community organization, citizen activist. Keep the delegation small enough for an easy exchange of viewpoints with the legislator. Leave your card and any written information you may have prepared. Follow up with a letter of appreciation for the time provided for you to meet, and include any additional information suggested by the visit.

TELEPHONE CALLS. Once you have made the acquaintance of your representative telephone calls are appropriate and easy. Make them sparingly to the legislator, whose time is heavily occupied. (Regular contact with staff is possible and desirable.)

Telephone to ask support before a hearing or floor vote; to ask for help with legislative colleagues; and to convey urgent local concern.

Judge how far to pursue by the reaction. Remember that it is more difficult for a legislator to temporize in a conversation than by letter.

LETTERS, LETTERS, LETTERS. These are the chief fuel which powers any legislative vehicle. They are read. They elicit responses. They represent votes. (Each letter writer is deemed to represent several like-minded if less highly motivated constituents.)

Letters may be formal or informal, typewritten or handwritten. They should be composed by you, giving your reasons for your position (and giving the legislator reasons to support it). If you are asking support for a particular bill, cite the bill by number and author, and give the title or subject matter.

TELEGRAMS AND MAILGRAMS. These are fast, easy ways to communicate with legislators when the need for action is critical: just prior to a committee or floor vote. Use Western Union's statewide toll-free telephone number: 800-257-2241. Various low rates are available.

FIVE BASIC RULES FOR EFFECTIVE COMMUNICATIONS

1. Be Brief. A legislator's time is limited. So, probably, is yours.
2. Be Appreciative. Acknowledge past support (and convey appreciation for current action).
3. Be Specific. Refer to local library and district needs.
4. Be Informative. Give reasons why a measure should be supported.
5. Be Courteous. Ask, do not demand or threaten. Be positive but polite.

HOW TO WRITE TO LEGISLATORS AND THE GOVERNOR

1. How to Address a letter and envelope:	Salutation/Closing
The Honorable John/Jane Doe United States Senate U.S. Senate Office Building Washington, DC 20510	Dear Senator Doe: Sincerely yours, (or) Very truly yours,
The Honorable John/Jane Doe House of Representatives Washington, DC 20515	Dear Mr. /Ms. Doe: Very truly yours,
The Honorable John/Jane Doe Governor of California State Capitol Sacramento, CA 95814	Dear Governor Doe: Respectfully yours, (or) Very truly yours,
The Honorable John/Jane Doe California State Assembly State Capitol Sacramento, CA 95814	Dear Assemblyman/woman Doe Sincerely yours, (or) Very truly yours,
The Honorable John/Jane Doe California State Senate State Capitol Sacramento, CA 95814	Dear Senator Doe: Sincerely yours, (or) Very truly yours,

2. Cite bill by number and subject:

I write in support of . . .
Senate Bill 000 . . .
for public library funding.

I urge you to sign . . .
Senator Doe's bill
SB 000 . . .
for state aid for libraries.

3. Give personal or local interest:

Inability to obtain books, visit library, further studies, etc.
Losses in local library services, hours, outlets, staff, etc.
Reduction in local library budget or revenue; future prospects.
State the importance you attribute to library services.

4. Explain one or more benefits of the bill:

Would restore lost revenues; prevent further reduction.
Would restore reduced services (hours, branches, etc.); prevent further reductions.
Would guarantee a basic level of library services to your community.
Would result in state assuming its appropriate share of cost.
Would prevent local city council or board of supervisors from (further) slighting the library.
Would encourage (make possible for) local government to operate library adequately.
Would utilize limited public funds for a high priority public service.

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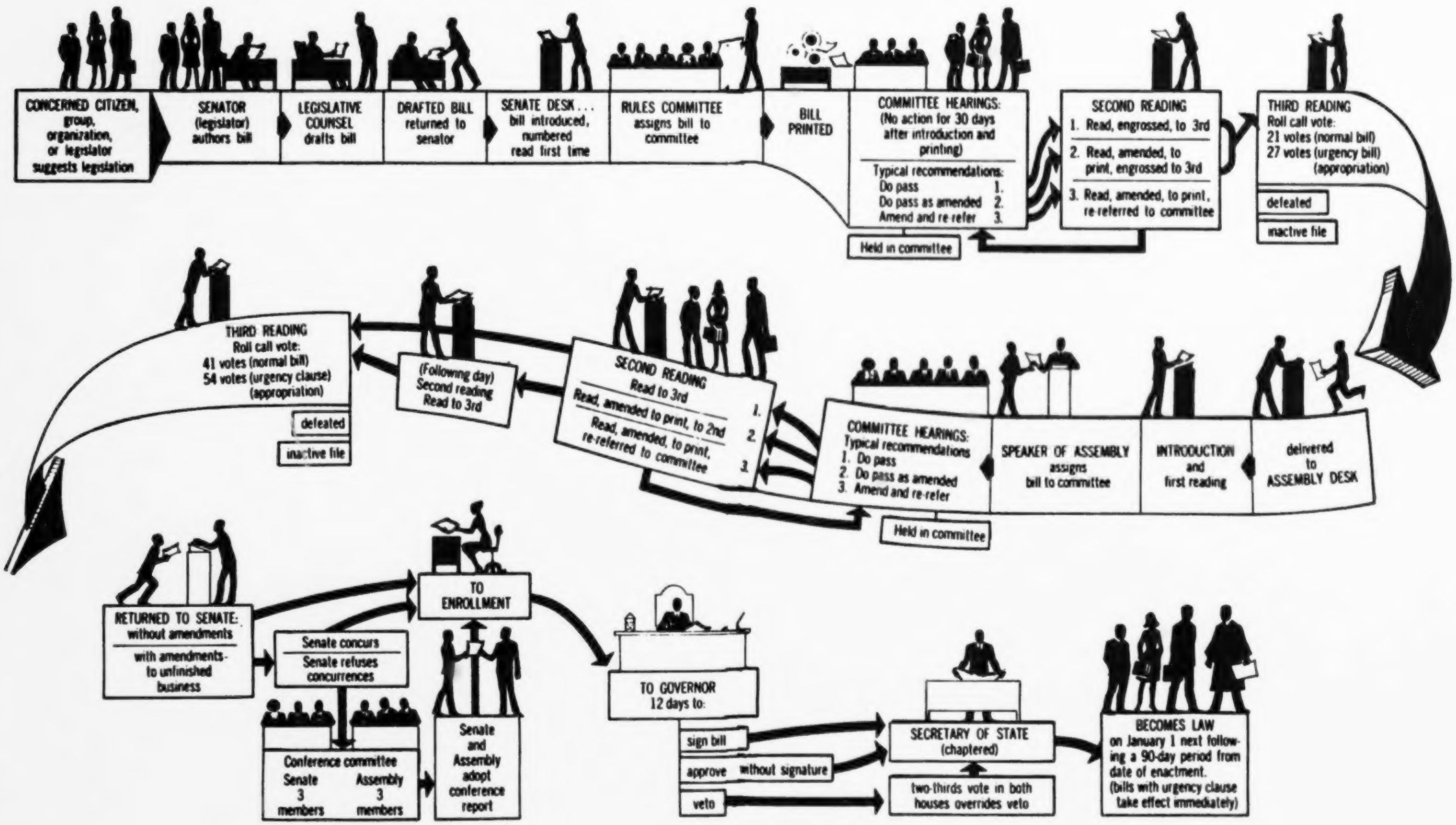
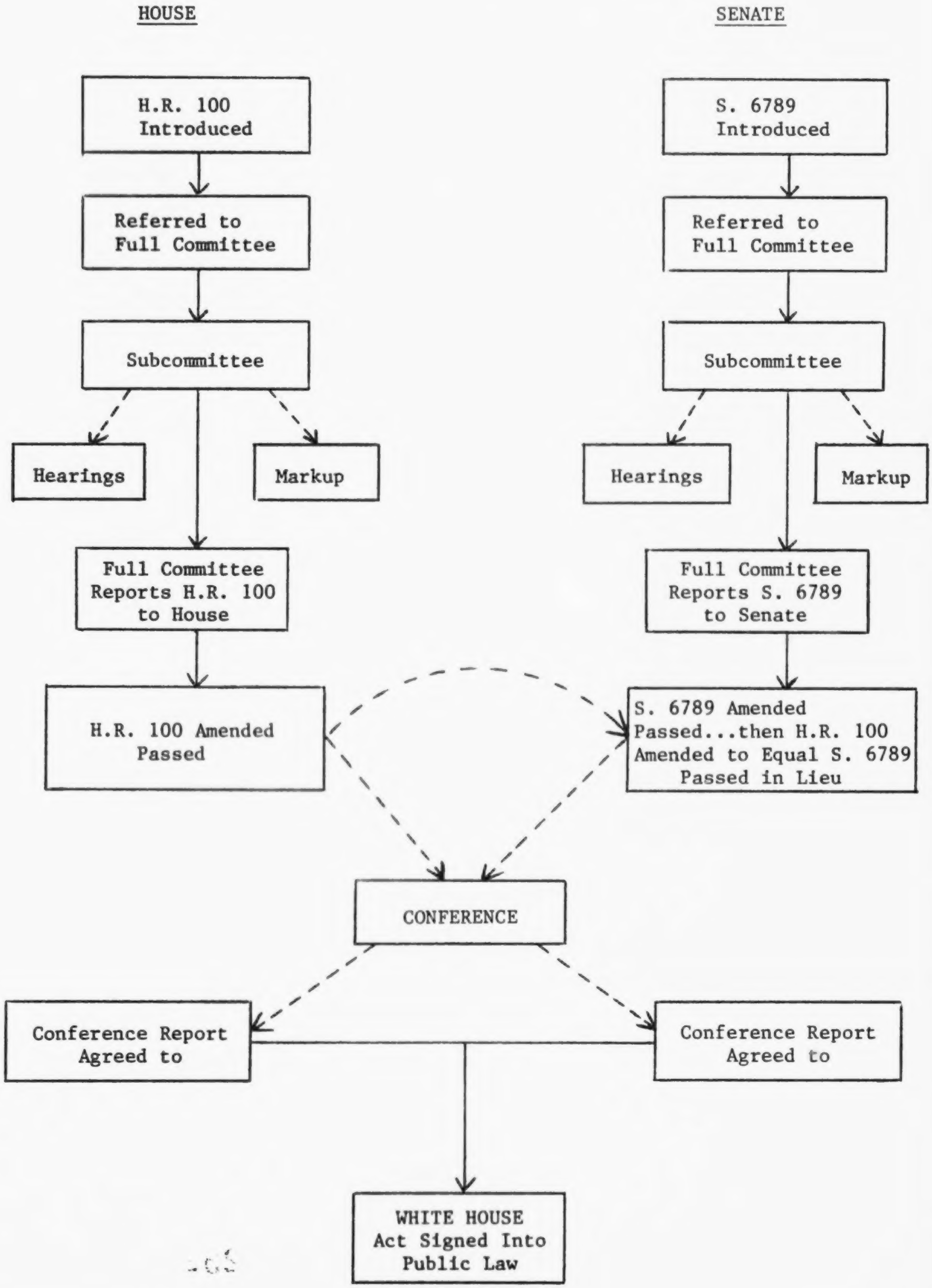
How a Bill Becomes Law

(A simplified chart showing the route a bill takes through the California Legislature)


CONCERNED CITIZEN, group, organization, or legislator suggests legislation
SENATOR (legislator) authors bill
LEGISLATIVE COUNSEL drafts bill
DRAFTED BILL returned to senator
SENATE DESK... bill introduced, numbered read first time
RULES COMMITTEE assigns bill to committee
BILL PRINTED
COMMITTEE HEARINGS: (No action for 30 days after introduction and printing)
Typical recommendations:
Do pass 1.
Do pass as amended 2.
Amend and re-refer 3.
Held in committee
SECOND READING
1. Read, engrossed, to 3rd
2. Read, amended, to print, engrossed to 3rd
3. Read, amended, to print, re-referred to committee
THIRD READING
Roll call vote:
21 votes (normal bill)
27 votes (urgency bill) (appropriation)
defeated
inactive file
delivered to ASSEMBLY DESK
INTRODUCTION and first reading
SPEAKER OF ASSEMBLY assigns bill to committee
COMMITTEE HEARINGS: Typical recommendations
1. Do pass
2. Do pass as amended
3. Amend and re-refer
Held in committee
SECOND READING
Read to 3rd 1.
Read, amended to print, to 2nd 2.
Read, amended, to print, re-referred to committee 3.
(Following day) Second reading Read to 3rd
THIRD READING
Roll call vote:
41 votes (normal bill)
54 votes (urgency clause) (appropriation)
defeated
inactive file
RETURNED TO SENATE: without amendments
with amendments - to unfinished business
Senate concurs
Senate refuses concurrences
Conference committee
Senate 3 members
Assembly 3 members
Senate and Assembly adopt conference report
TO ENROLLMENT
TO GOVERNOR 12 days to:
sign bill
approve without signature
veto
SECRETARY OF STATE (chaptered)
two-thirds vote in both houses overrides veto
BECOMES LAW on January 1 next following a 90-day period from date of enactment. (bills with urgency clause take effect immediately)

Note: This chart depicts the flow of a bill originating in the Senate, except for minor differences the process is similar if originating in the Assembly.

HOW A BILL IN U.S. CONGRESS BECOMES LAW


HOUSE
SENATE
H.R. 100 Introduced
S. 6789 Introduced
Referred to Full Committee
Referred to Full Committee
Subcommittee
Subcommittee
Hearings
Markup
Hearings
Markup
Full Committee Reports H.R. 100 to House
Full Committee Reports S. 6789 to Senate
H.R. 100 Amended Passed
S. 6789 Amended Passed...then H.R. 100 Amended to Equal S. 6789 Passed in Lieu
CONFERENCE
Conference Report Agreed to
Conference Report Agreed to
WHITE HOUSE Act Signed Into Public Law

CHAPTER X

SPECIAL CHALLENGES

X. SPECIAL CHALLENGES

Today's special challenges for library trustees will have immediate as well as future major impact on the local library, the community, and libraries throughout the state. They are numerous and not easily resolved. New challenges arise constantly. A special challenge for trustees and the library, such as a censorship attack, may come quite unexpectedly and require a relatively quick but professional and well-reasoned response.

CURRENT LIBRARY SCENE AND CHALLENGES IN CALIFORNIA

Some of these challenges and the current library scene in California were brought before trustees by State Librarian Gary E. Strong at the CALTAC-WILL 1984-1985 Regional Workshops. He emphasized:

"One of the continuing questions facing libraries in justifying their services is 'Is anyone using libraries?' In 1984 the State Library contracted with the University of California at Davis, Institute of Governmental Studies, to update the Information Needs of Californians study which was first completed in 1972. A few of the findings...81 percent of Californians were able to recall their last library use. Of these, 50 percent reported their last contact was within the last month. Perhaps most important is the result of showing that on the average 29 percent of the Californians reported using libraries as a source of information in meeting their needs. This was an increase of 7 percent in the 1979 study...In 1979 libraries ranked 7.5 in frequency of mention. In 1984, they moved up three ranks to 4th.

"We are currently following this study with an examination of how libraries help people. This very specific study will hopefully provide an in-depth examination of the human aspects of library services. If we can relate these 'helps' in lay terms to our funding agencies, then we can make 'what it is libraries do well' more meaningful. Data from an

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analysis of the annual reports from public libraries for 1983-84 seems to bear this out. Reference activity at 35,662,871 questions answered was up a significant 9 percent over the previous year.

"...Money is of course the grease that keeps the wheels turning, but we also face other challenges as well. The growing trend toward censorship, the privatization of government information, and the seemingly anti-intellectual movements are all on the increase. Libraries will continue to have to fight hard to maintain our policy of free and equitable access to information for all citizens.

"The Literacy Campaign is tangible evidence of our continuing attempts to remove barriers to information for all Californians. As we examine changes needed in the California Library Services Act, we must be sure to protect access to all library resources across California. We must strengthen our partnerships and links to other groups and organizations.

"Likewise, the technological age continues to have tremendous impact on library services. The microcomputer continues to break down prior institutional barriers and brings information directly into the home. Our microcomputer literacy efforts are a continuing attempt to assist public libraries in this area."

State Librarian Strong concluded with this recognition of library trustees (which in itself is a special trustee challenge):

"You are the necessary support to ensure the success of libraries in California...Your commitment--by contributing your time and talents--by caring--is so very important to the well-being and health of our public libraries."

Recommended reading is California Libraries in the 1980s: Strategies For Service. It is replete with the identification of special challenges which face each and every trustee and library in California, now and in the years to come. That report provides local library trustees with the statewide library leadership consensus on crucial goals, objectives, and specific plans of action for meeting those special challenges. Also recommended reading is the new study, How Libraries Help. Both are available from the State Library. (See Chapter XI--Helpful Organizations.

LIBRARY TRUSTEE TECHNIQUES FOR MEETING SPECIAL CHALLENGES

Trustees facing a special challenge almost always are on new ground without the specific experience of the past to lean on because of the very nature of each challenge--it was not, in its exact form, a problem faced by past trustees. Some overall guidelines, however, may be gleaned from the past for use by present trustees: 1) study and become thoroughly familiar with all aspects of the nature of each challenge; 2) search out all resources and technical expertise, especially those equipped to help with reliable advice, specific techniques, and perhaps financial resources; 3) use the systematic planning process and the professional approach--not panic and "pick-ideas-out-of-a-hat-and-pursue-them-all;" 4) develop a special public/community relations program to inform and to mobilize the support of the community; 5) pursue strong trustee advocacy efforts to inform and win support from local officials and, if needed, legislators at the state and national level; 6) remember that no community and no library functions in isolation. A challenge to libraries over the state is also a local library trustee's challenge, and local trustee leadership in helping meet that challenge is expected, and urgently needed.

SELECTING A HEAD LIBRARIAN

Selecting a head librarian is one of the most important duties and activities in which a public library trustee participates. So much of the library's success--its very image in the community--for far into the future depends upon the selection made. Selecting a head librarian is a sensitive process. Today, government agencies must be particularly aware of equal employment opportunity and affirmative action provisions; and most public servants, such as librarians, are included in the local civil service structure.

Procedures for selecting a head librarian vary. But the involvement of trustees always is important because they are uniquely acquainted with the library and its operations. They know its needs. Special library district administrative boards have the power to act unilaterally, and they select the head librarian. Administrative boards in many charter cities have authority to appoint the head librarian. In most of the smaller city libraries, which are operated under the general law, the head librarian serves at the pleasure of the city council or city manager. County librarians are appointed by the board of supervisors. Advisory library boards may make recommendations, which because of their expertise and experience should be especially helpful.

For both administrative and advisory library boards, a change in top library management offers a perfect opportunity to consider basic questions about the library, and perhaps re-define its operation. For example: What is and what should be the role of the library in the community? Has the community changed and has the library reflected these changes? What type of head librarian will help achieve these goals?

These questions should be answered in writing after discussions among trustees, interested elected officials and their staff, and even community representatives. Findings may show that a change of direction is desirable.

Trustees usually prepare, or collaborate with the jurisdiction's personnel department in preparing a job description for a head librarian; or revise one already on file with the personnel department. This job description will reflect the answer to "What type of head librarian is needed?" by containing a description of the job itself and listing of the minimum requirements/qualifications desired. The job description is often also the basis for the preparation of the official "Job Opening Announcement" usually prepared by the city or county personnel director, or administrator.

How widely and intensively to recruit for a head librarian is a decision that trustees will make, recommend, or influence (depending on whether they are administrative or advisory boards), after deciding on the desired direction of their library and, thus, on the type of individual who is needed.

Some governmental agencies require that all new openings be posted internally before being made public, and that qualified employees be encouraged to apply for promotion. While promotion from within is to be encouraged, a breadth of outside expertise can also be desirable. Wide distribution of job opening notices to professional journals such as American Libraries and Library Journal, to library schools, and to professional associations such as California Library Association (which operates a telephone job line) may bring applications from exceptionally qualified individuals. (See Chapter XI--Helpful Organizations.)

While wide recruitment may be time consuming, and even difficult at times, individuals who bring innovative ideas and points of view to a public library may give remarkable service to a community. Trustees have a responsibility to their communities and their libraries to search for the best head librarian available.

One of the most desirable methods of final selection is for a formal board composed of librarians from other areas, and lay persons (including a trustee representative) to do the final interviewing and make strong recommendations to appointing officials.

Criteria to be considered in the selection of the head librarian may be divided into at least three categories: personal characteristics, experience (including business administration), and education. These categories might be grouped into an informal checklist. (See following page for assessing interviews, experience, records, and references.)

As trustees who have been involved with the selection process advise:

Remember that the person you help select is the one who will run the library for many years--not you. He or she needs that combination of confidence, friendliness, self discipline, leadership ability, and vision that will make your library the best in the rare state--with your help of course!

CRITERIA FOR SELECTION OF HEAD LIBRARIAN

This informal list of criteria for selection of a head librarian should assist library boards, whether they actually appoint the head librarian, or advise the appointing authority:

Personal Characteristics:

Warm, outgoing, approachable;
Imaginative;
Innovative;
Energetic;
Self-confident;
Dependable;
Leadership ability;
Ability to work with and supervise others;

Experience:

(Consider the quality of the experience as well as the quantity. A single year of particularly varied experience may be more valuable, depending on the needs of the library, than five year's routine experience.)

In management (budget preparation, personnel administration, etc.);
Working with trustees and elected officials;
Working with the public;
Supervising others;
In public relations;
Collective bargaining processes;
Knowledge of grants, endowments, fund raising;

Education:

Quality and quantity of education in librarianship;
Other applicable academic training (public administration, literature, languages, communication, etc.);

Each trustee will think of criteria to add to this list and each will weigh the qualities differently. The critical dimension involves relating them to the special needs of the library. For example: If a library is facing a period when public relations and fund raising efforts appear to be vital to survival, then public relation experience and an outgoing personality would be exceptionally important criteria for a new head librarian.

BUILDING A NEW LIBRARY, REMODELING OR ENLARGING

Sooner or later, trustees face the necessity for additional library space. Or they face a run-down, antiquated structure not adequate in many ways. Reasons for building vary. Lack of space, community growth or other community changes, out-dated structures, or condemnation are the most frequent reasons. A decision to build usually lags behind the need. Certainly the problem cannot be avoided forever.

The library facilities planning consultants at the California State Library should be contacted by all library boards at the earliest stage of any building deliberations. They can provide experienced assistance in assessing the need for a library building program; clarifying what kind of building is needed; planning effectively; as well as determining the best methods for securing the funds necessary.

All library boards have important guidance responsibilities in decisions concerning building, beginning with the deliberations whether or not to build a new library, to remodel, or to enlarge the present structure. The California Education Code says unequivocally that administrative library boards have major responsibilities. Indeed, in starting a building program administrative library boards can act independently of the governing body to which they report. Such drastic action is not ordinarily necessary. If it is, however, the library board promptly should provide itself with legal counsel. The elected administrative library boards in special library districts, of course, have independent decision-making and fiscal management authority.

Of all trustee duties, those involving building of any kind require: the most intense deliberations; the most complex and extended procedure in securing funds and the follow-through of financial management; the most extensive planning and checking on a multitude of vital details. Any building project, from deliberations to dedication, requires close and cooperative working relationships with the head librarian, local jurisdiction governing body, and other local officials and agencies. It requires expert consultants--legal, planning, financial, architectural, and construction.

Important at every step: It requires a public which is consulted, kept informed and supportive through a public/community relations program. It is important to publicize the need for a new or expanded library; the decision to study the situation; the results of the study; and especially the recommendations. Not only is a sizeable amount of public money being spent, but an institution is being created whose value and services for all people is projected far into the future.

PLANNING THE NEW STRUCTURE

Once there is agreement on the necessity for a new building, remodeling, or enlargement, sound planning becomes the key. Development of a written Building Program is a primary necessity. This statement should discuss in some detail what the new facility must provide. For example: the space required for collections, computer equipment, seating, office facilities, and meeting rooms; and access facilities for handicapped users. The Building Program will serve as the basis for architectural plans, and for the all-important determination of the funds which must be raised.

Wise procedure is to have the Building Program written by a library building consultant employed for the purpose. This may at first seem an unnecessary expense, but the value of a well-written Building Program is far greater than its cost. Libraries have numerous special design requirements. Since they are built with some infrequency, architects and contractors generally have less experience in designing and building them.

Trustees with building program experience emphasize that from the planning phase right on through to completion, an on-the-job, professional library building and construction consultant can provide valuable expertise. The trustees may seek professional assistance to determine what library services the community will require within a projected time range (usually 20 years).

During this stage in planning, trustees or the appointed building committee will find it helpful to visit all the recently-built libraries in their area, and as many others as possible. They can compare size, use of space, community facilities, and location with what they visualize for their new building. They should talk with the head librarians, staff, and library trustees in the communities with new library structures. They should ask what features have worked out well, and what are the negative ones. Trustees also should utilize background information resources available through their own library, such as articles on library design and construction from professional architects and construction firms.

Choosing an architect may be either a trustee function, or one shared with the governing agency. Either way, the trustees should study the work of architects who have designed libraries so they can speak with some authority on the selection of an architect as well as the building design.

Trustees should involve the community in the study and decision-making at every opportunity. For example: What new services does the community feel should be added? Should the community room have separate public access? Where should the new library be located?

Ideally, a study of future library needs will include a recommendation for locating the new building. Some library boards will choose the site. Others will recommend their choice to the governing agency which is responsible for financing and construction. Maximum accessibility to the library is the goal. This frequently means that the proposed library site will be expensive. In these times of ever-increasing land values, it is tempting to locate the building on a quiet side street, in a peaceful park, or in a civic center where offices close at five in the afternoon because the land is cheaper or is already owned by the governing agency. But, a word to the wise from the experienced:

Don't be tempted! You'll get only what you pay for. If those who control the purse strings disagree with your choice of site, be prepared to defend it with the recommendations of your study; circulation figures of your present inadequate library and others of a similar size; and opinions of professionals in library science. If your arguments fail, be prepared with a second choice of site that you can live with, although perhaps not so happily.

FINANCING THE PROJECT

The problem of the major financing required looms large and worrisome from the first consideration of building, remodeling, or enlarging. Consequently, expert assistance in financial planning is essential right at the start. Trustees should request a copy of "Financing California Public Library Buildings, 1985" from the Library Development Services Bureau of the State Library. This helpful paper outlines the current major financing methods which can be used for constructing public libraries, or other public buildings in the state. The existence of both Proposition 13's limit on ad valorem real property tax, and Proposition 4's limit on total local expenditures are reflected in the methods discussed. Further details on these methods are available on request.

Cy H. Silver, California State Library, Library Planning and Evaluation Consultant, explains in his summary paper:

"The methods include legal structure that can be created to undertake construction projects as well as sources of funds for those projects. Frequently a mix of various legal structures and fund sources is needed to bring a library facility into being."

The methods include: General obligation bonds; Mello-Roos Community Facilities Act of 1982; lease-purchase; Certificates of Participation; sale-leaseback; donations; local revenue sources; developer fees; air rights or commercial space; Community Development Block Grants; historic preservation grants-in-aid; Library Services and Construction Act; and energy conservation. Examples of how some of the methods may be used, as explained by CSL Consultant Silver:

"General obligation bonds: For all practical purposes, general obligation bonds secured by ad valorem taxes have vanished since the passage of Proposition 13 in 1978. However, some jurisdictions may still have unissued bonding capability that was authorized prior to 1978. The bonds so authorized may be marketable.

"Mello-Roos Community Facilities Act of 1982: Mello-Roos (Government Code, secs. 53311-53365.7) can be used to finance buildings by any jurisdiction authorized to provide library services. It allows creation of a special district, such as a Joint Exercise of Powers agency, to serve as a financing shell for public construction.

"Funding for Mello-Roos construction financing requires 2/3 voter approval of a 'special tax.' In conformance with Prop. 13, such special taxes on real property may not be levied ad valorem, but may be levied on e.g. square footage of number of parcels.

"Since a Mello-Roos district is a new special district, it has its own new Prop. 4 expenditure ceiling. The Prop. 4 ceiling of the district's sponsoring city or county is not threatened.

"Lease-purchase: Lease-purchase of property or major equipment (that is, lease or installment sale with option to purchase) is usually employed for smaller projects of up to $500,000. The jurisdiction will directly place the project with the private lessor of the property (frequently the builder); the lessor in turn gets financing from e.g. a bank. No voter approval is needed.

"The 'purchase' part must remain an option until exercised, since under the California constitution municipal income cannot be obligated for more than one year at a time without 2/3 voter approval. Voter approval is not needed for lease-purchase financing.

"The lease itself may be negotiated at favorable rates, because the property, even though privately owned, is exempt from property taxes as long as it is used for the library. The interest portion of payments on the lease or installment sale can be structured to be exempt from federal and state income taxes.

"Local revenue sources: In addition to special taxes which require an overt 2/3 voter approval, mentioned under Mello-Roos above, local city councils (and sometimes boards of supervisors) do have the ability to levy other taxes to meet lease payments etc. Examples include utility taxes, license taxes, bed taxes or property transfer taxes (i.e., documentary stamp tax). Such municipal actions require public hearing and notice. Overt taxpayer action is required to prevent their enactment; failure to object results in the tax being imposed.

"Community Development Block Grants: This major federal program has been used for a variety of local public construction projects, including libraries. Included are Entitlement Grants (Catalog of Federal Domestic Assistance 14.218) and Small Cities Program (CFDA 14.219). Although the Small Cities CDBG program specifically excludes central libraries as an authorized use, it may be that branch libraries are eligible.

"Almost all jurisdictions have officials familiar with CDBG. The regional office of Housing and Urban Development can also provide technical assistance.

"Library Services and Construction Act: Title II of this federal program (CFDA 84.154) is specifically for constructing local public libraries. In addition to new buildings, 'allowable construction includes additions to existing buildings, conversion to library use of buildings originally designed for other purposes, and remodeling for handicapped access, energy conservation, or use of modern technologies. It does not include general renovation and repair.'

"Applicants must provide local cash expenditure at least 50% of project costs. Costs may include construction itself, site acquisition, architectural services, and furniture and built-in equipment.

"LSCA is administered in each state by its State Library."

If a special election is necessary to provide building funds, trustees must miss no opportunity to speak out about the need for expansion plus the greater level of services which the expansion will permit the library to provide for the people. It is smart to establish a speakers' bureau of well-informed, good speakers who are prepared to appear before any group or audience whose approval and support will help the library cause. This, of course, should include TV and radio talk shows and interview opportunities.

OTHER KEY TRUSTEE RESPONSIBILITIES

Trustee responsibilities in the construction and furnishing phases realistically pass to contractors and a library building consultant. But the library board always must be in touch with the building project coordinator, and be available for consultation and advice.

Even the final phases of the project will involve a multitude of decisions and details, plus final inspection to assure that the work meets plans and specifications. Other examples: If the library is in a new location, highway and street signs must be provided to guide users to the new building. Trustees should help publicize all the added services. They should involve governing body officials plus the community in opening ceremonies and tours to launch a new era in community library service. This is an appropriate time to express appreciation to active supporters of the project and the community at large. It also is an appropriate time to encourage non-library users to try out the new facilities and join the ranks of regular users.

SPECIAL CONCERNS IN REMODELING OR ENLARGING

Trustees may choose to expand library services through a project of remodeling and/or enlarging the existing library structure. The reasons for such a decision range from earmarked gifts or endowments, to historic preservation and sentimental considerations, to the absolute necessity of having to use what is already in place.

Remodeling is usually more expensive than new construction and requires particularly careful planning and expert professional advice. Library services are usually disrupted during such a project, which means that the public has to be informed well in advance of any change, and be reassured constantly.

INTELLECTUAL FREEDOM: BEING PREPARED FOR CENSORSHIP ATTACKS

The library trustees have no deeper responsibility in fulfilling their public trust, and have no higher contribution to make to the principles of an uncensored American library and intellectual freedom for every individual than to preserve these rights in the local library they serve. The principles of intellectual freedom are contained in the cherished First Amendment of the U.S. Constitution, which affirms each citizen's right to his or her own beliefs and expressions. Freedom of speech and freedom of the press are inseparably tied to freedom of access to an uncensored spectrum of ideas and information.

The hard test of each trustee's commitment is to support these freedoms staunchly and stoically in the face of attack, perhaps well-organized group pressure, publicity, and local community furor. An even greater test may come if the trustee is called upon to defend these freedoms when the books and materials involved are not in accord with the trustee's own deeply held personal beliefs.

Censorship attempts to have specified books or other materials removed from the library shelves, and/or restrictions placed on materials selected by the library in the future are an always-present spector. To prevent such an attack, trustees and head librarian, working closely together, need to have carefully developed policies in place, plus a "freedom to read" public information program in operation. If attacks come, they need to be well prepared to enforce the policies and to resolve the complaint amicably if possible, but to meet it with a calm and sustained plan of action which, in the end, will prevent censorship success.

Warnings cannot be made too strongly against complacency, and an "It hasn't...It won't...It can't happen here" attitude taken because no serious censorship attacks have been waged on the local library. The facts are clear. It can happen! It does happen! It is late then to try to develop sound policies while under fire. What is needed at that point is quick, capable, unified leadership action by library board and head librarian with governing body, media, and community understanding and support. Development of such library policies were discussed in Chapter VI. But because censorship is a pervasive special challenge, further discussion is merited in this chapter to underscore its seriousness.

The library board and head librarian together must: 1) maintain a well-defined materials selection policy plus a materials selection complaint handling policy, both of which are sound, fair, easily understood, and well publicized; 2) make certain the fully developed enforcement procedure is clearly understood and will be implemented as planned by all involved, including the library staff; 3) keep the local governing body, as well as the local news media closely attuned to such actions and the underlying basic principles involved; 4) keep local community leaders and organizations informed as well; and with any serious threat, solicit their strong and publicized support; 5) know where to turn for additional information and support; 6) quickly utilize all those assistance forces if a serious censorship problem arises.

Those sources of information and support include the California State Library, the active Intellectual Freedom Committee of the California Library Association (call the headquarters office of the California Library Association), and the American Library Association Office of Intellectual Freedom. (See Chapter XI--Helpful Organizations for addresses and phone numbers. See Chapter XII--Appendices for Library Bill of Rights; Freedom To Read Statement; American Library Association Resolution On Challenged Materials; American Library Association Statement On Labeling; American Library Association Recommendations: How Libraries Can Resist Censorship; What The American Library Association Can Do For You To Help Combat Censorship.)

Special note: Available now for library board and community programs is a State Library developed Video Conference on Intellectual Freedom. (Call John D. Amend, Library Consultant, California State Library.)

Additional support may be available from such organizations as the American Civil Liberties Union, the National Educational Association, and the National Council of Teachers of English.

SPECIAL FUND RAISING

Money makes the public library wheels go around, as it does for every tax-supported facility providing public services. Financing has been, and always will be, the primary, crucial issue in library planning/goal setting sessions.

The changing nature of library funding, and current funding sources were discussed in Chapter II. Among funding sources are non-government grants and gifts, which most California libraries seek and utilize for library enrichment. In fact, full-time fund raisers are now employed by two large California library systems. Fund raising is a special challenge to library trustees because of its complexity, the investment of time and even money in major fund raising campaigns, and the importance of a well-organized procedure to achieve significant success.

Library uses of special funding are varied. Some examples: These funds provide materials and equipment which the library otherwise could not purchase from its budget. They support special projects. They facilitate promotional, educational, and cultural activities. They even make possible building, remodeling, or enlarging the library structure.

The sources of non-government funding for libraries are varied. They include: Friends of the Library, Local Library Foundations, legacies; endowments; memorials and gifts; corporate, educational and private foundation grants and/or support; as well as civic organization, service club, and individual gifts and support of various types.

The fund raising methods are varied as well, ranging even to library "Gift Catalogs" circulated to possible contributors to show materials and equipment on the library's "wish list" and cost of each.

Tapping sources of library funding beyond the revenue provided by government sources is not always easy for library trustees. It requires specialized know-how and organization to be effective. There is considerable professionally-directed competition for much of such possible funding. Some trustees may feel personally uncomfortable making such appeals, and may feel an institution so important to the local community should not be placed in the position of constantly asking for funds which the jurisdiction's governing body did not provide in the library's budget. There also is some feeling that any pressure from jurisdiction officials for major special fund raising to keep library services in step with the people's needs distracts from the basic responsibilities of both the trustees and the head librarian. Meriting contemplation in that connection is an editorial in the June 15,1986, issue of Library Journal. Editor-in-chief John Berry points out:

"Fund raising, particularly for capital projects, and special purposes, is a legitimate and useful source of support. But there are severe limits on the stability, dependability, and amounts a library can expect from this resource. Charity cannot replace taxation as a stable, continuing source of funds to meet legitimate citizen needs for library service.

"Library fund raising and the pursuit of revenue must not become the escape route that allows any level of government to shirk its duty to the citizens who need libraries. To trap librarians and trustees in continuous fund raising efforts is to take them away from their primary mission. That mission is to provide the library services that citizens need."

Library trustees seeking special library funds must gear up effectively to score significant success. Pointed out in Chapter II, but sufficiently important to underscore here: When special funding is being considered, the library board should work in closest coordination with the head librarian, and consult with the jurisdiction's legal counsel concerning compliance with laws and/or jurisdiction policy. Also important to consider are the precedents being set which will affect the library into future years.

Experience-tested guides for successful fund raising were provided to library trustees by Linda Katsouleas, Volunteer Programs Director of the Los Angeles County Public Library, at the 1984-1985 CALTAC-WILL Regional Workshops. She emphasized:

"In order to compete effectively for these funds, library supporters and library staff need to learn the basic principles of fund raising. While there may be a rare magic moment when someone bequeaths five million to the library, almost all successful fund raising is the result of very hard work. The principles of fund raising are simple and apply to all campaigns. The attempt to raise $500 for a summer reading program deserves the same planning as a capital project drive for five million...Projects are usually easier to raise funds for. Neither individuals nor funding sources wish to be tied to unknown costs for an unknown period of time."

The basic steps and the crucial sequence suggested are:

"1. Determine the library needs.

"2. Agree to raise funds--(if you can't give yourself, then you don't believe. Remember, people give to people not to causes; people also give to peers.)

"3. Develop the appeal (case statement)--This is a concrete statement in writing of the need and its cost. VERY IMPORTANT FOR SUCCESS.

"4. Complete a feasibility study--(before you go public test out the proposed fund raising campaign on community leaders, and others to see if it is likely to succeed. THE MOST CRUCIAL STEP.

a. Financial resources.

b. Leadership resources.

"5. Develop a long range plan.

a. Budget--(it costs money to raise money.)

b. Time frames.

c. Leadership responsibilities.

d. Support services.

e. Marketing strategy.

f. Evaluation.

"6. Organize your group.

"7. Begin to raise money.

a. Strategic gifts.

b. Prospect development.

c. Direct mail solicitation.

d. Special events.

e. Foundation/corporation resources.

"8. Rewards and Recognition--(make sure people feel rewarded and have a feeling of worth for contributing and/or working as volunteers.)"

There are frequent training workshops on writing grant applications available to trustees, both locally and regionally in California. They are provided by private, governmental, or state organizations.

NETWORKING--ALL RESOURCES IN ALL TYPE LIBRARIES AVAILABLE TO ALL

The know-how and the statewide momentum exist right now for multitype library networking (resource sharing across all types of libraries including private and business libraries) for the benefit of every Californian. This is a big step beyond the present resource sharing which exists primarily between public libraries through the existing 15 cooperative library systems throughout the state.

To ignore this special networking challenge of today is to restrict residents of a local library service area to half a loaf of information and life-long learning resources when the whole loaf could be made readily available to them. This is not to say implementation of multitype library networking will be easy. But it is to say that the concept merits every library trustee's full consideration and involvement now and in the future.

LANDMARK 1985 CALIFORNIA CONFERENCE ON NETWORKING

This special networking challenge was put on the table of immediacy by the landmark, three-day, 1985 California Conference on Networking, during which 100 California librarians, library trustees, and lay people discussed issues involved in the support of resource sharing across all types of libraries in California. They examined: 1) the benefits and barriers encountered in multitype efforts in other states; 2) legal and funding considerations; and 3) other issues as they relate to cooperation among types of libraries.

The landmark conference results? Participants recommended that a group be constituted, partially from their own membership, to further study multitype networking, to recommend action, and to work on improved funding for libraries. They charged the State Library with forming that group, and pledged to each other to develop a common political action base. State Librarian Gary E. Strong emphasized that the State Library was eager to commit its resources to explore the possibilities outlined by participants.

The subsequently created California Library Networking Task Force presented a comprehensive multitype library networking proposal to the California library community in the fall of 1986 for discussion and comment on implementation.

Library trustees are encouraged to secure additional information concerning multitype library networking and the status of implementation efforts from the State Library and Task Force members. (See also Chapter XII--Appendices.)

GROWING MULTIPLE FACTORS PROMPTING NETWORKING IMPLEMENTATION

The multitype library networking challenge emanates from a multiplicity of factors, including changing technology as well as changing public needs, values, and perceptions. Some examples:

1. The question increasingly being asked by California residents is: "Why should the place where an individual lives, or the tax base of that local government limit any individual's access to any information available in any library throughout the entire state (especially any tax-supported library) when the know-how is available to give each individual anywhere immediate access to all those different libraries?

2. The electronic technology advances which have triggered the information explosion and resource sharing capabilities among libraries.

3. The growing concept that the "information have's will swim" in the increasingly complex, information-essential society emerging in the 1980s, while the "information have-nots will sink."

4. The library resource sharing impetus provided by the enactment of the California Library Services Act of 1977. The legislative finding states:

   "The Legislature finds and declares that it is in the interest of the people of the state to insure that all people have free and convenient access to all library resources and services that might enrich their lives, regardless of where they live or of the tax base of their local government. This finding is based on the recognition that:

   "(a) The public library is a primary source of information, recreation, and education to persons of all ages, any location or any economic circumstance.

   "(b) The expansion of knowledge and the increasing complexity of our society create needs for materials and information which go beyond the ability of any one library to provide.

   "(c) The public libraries of California are supported primarily by local taxes. The ability of local governments to provide adequate service is dependent on the taxable wealth of each local jurisdiction and varies widely throughout the state.

   "(d) Public libraries are unable to bear the greater costs of meeting the exceptional needs of many residents, including the handicapped, non-English and limited English-speaking persons, those who are confined to home or in an institution, and those who are economically disadvantaged.

   "(e) The effective sharing of resources and services among the libraries of California requires an ongoing commitment by the state to compensate libraries for services beyond their clientele.

   "(f) The sharing of services and resources is most efficient when a common data base is available to provide information on where materials can be found.

> "Resource sharing. It is the intent of the Legislature to provide all residents with the opportunity to obtain from their public libraries needed materials and informational services by facilitating access to resources of all libraries in this state." (Calif. Educ. Code. Secs. 18701-18702)

5. Results shown in a report prepared by researcher Diane E. Johnson for California Conference on Networking participants:

> "Finally, frequent library users already use more than one type of library. If their desires for improved delivery systems and their perceptions about inaccessible libraries provide good clues, they have a keen interest in expanding their use of libraries even further. Such an interest in using all possible available resources for self, and possibly societal, improvement is well described in trend reports from Stanford Research Institute's VALS project. In one of those reports, The Nine American Lifestyles, researcher Arnold Mitchell states:
>
>> 'It appears that more and more people are driven by an inner vision of what they think should--and hopefully can--be, and less and less by acceptance of what is. In short, choice based on value is coming to dominate over mere capability.'"

TECHNOLOGICAL ADVANCES CHANGING LIBRARIES TO BENEFIT USERS

No era has posed a greater challenge to trustees in guiding a library's direction than does this present era of mind-boggling new technological developments. To move with a speed even relatively close to the speed of the communications revolution now underway, the library faces: 1) shifting, shaking, and reshaping; 2) decision-making about complex and expensive equipment; 3) keeping local jurisdiction governing officials informed about the potentials for expanded community services which the technological innovations offer, and apprised of justifiable cost/benefit ratios; 4) educating both the users and non-users about the new library services available.

Library trustees need to be in the forefront, helping shape the change, bringing it about, letting the budget-makers and the community know what a complete information center the library is, and how deserving it is of their strong support. (See also the discussion in Assessment: Impact of Technology and Other Trends in Chapter V--Systematic Planning Process.)

ELIMINATING BARRIERS BETWEEN PEOPLE AND LIBRARY SERVICES

Although strides have been made by libraries across the state to eliminate any unintentional barriers between the people who need and who wish to use libraries, too many of these physical, language, cultural and other barriers still exist. They pose a special challenge for library trustees, a challenge made difficult because of another kind of barrier--seeing through another's eyes.

Californians include non-English-speaking people hungry to use the library to become familiar with the English language and with the culture of their adopted country--yet also hungry, as is natural, to read in their native language and to keep their children from losing complete touch with the culture of their ancestors.

Californians include the functional illiterates and the school drop-outs struggling to break the embarrassing bonds of reading limitations. Then there are the senior citizens who are often too proud and too hesitant to ask for help. Some do not bear the label of handicapped, but nevertheless have problems of limited vision, hearing, mobility, and perhaps even limitations of formal education and knowledge of how to use a library. There are the seriously handicapped. There are yet others who do not attempt to use the library because some barriers not identified have caused them to turn away. There are those who would use the library but physically cannot get there--the homebound, and the institutionalized.

Some sense of the challenge to serve them adequately may be ascertained by nothing more than a simple walk through the library as though wearing someone else's shoes, in order to evaluate how signs, interior arrangement, and building design help or hinder all users. To give examples: What may seem a logically laid out library for a physically able person may present almost insurmountable barriers for a library user in a wheelchair, a person using a walker, or one who is unsteady with a cane. The card catalog may be a long, painful walk, or a difficult wheelchair maneuver from the entrance. There may be no place to sit immediately adjacent to the card catalog. Top drawers of the card catalog may be a high reach from a wheelchair. The top rows of self-service stacks may be higher than a wheelchair patient can reach, with aisles between the stacks too narrow for operating a wheelchair. Or with two hands required for the walker or one hand required for a cane, how can the books selected be carried to the check-out desk?

Perhaps the intent of the library is that someone--volunteer or staff--would be willing to help. But are easily visible signs near all entrances posted to say so? Or say where to go to ask for that assistance? Can anything be done so that people who are handicapped but proud not to be totally helpless can do for themselves?

Special note: Among the statewide library objectives for the 1980s is the following: A steering committee of individuals interested in planning for the future of libraries "will prepare guidelines to help libraries identify and remove physical, language, cultural, and other barriers to using library services. Each library and library system will use the guidelines to identify what types of people do not use library services and why. Each library and library system will encourage those who do not ordinarily use the library to participate in developing programs and services that will remove such barriers. Further, each library and library system will evaluate how buildings, signs, and interior arrangements help or hinder the users in understanding and using their libraries."

INVOLVING LOCAL LIBRARIES IN CALIFORNIA LITERACY CAMPAIGN

Although reduction of illiteracy is closely related to the removal of barriers for using local library services, it merits focus in this chapter because of: 1) the scope of the problem; 2) its pervasive impact on individuals and their communities; 3) the special challenge to set prisoners of illiteracy free through a concerted California Literacy Campaign which has been taken up by California libraries, under the leadership of the State Library.

In proclaiming his support for the California Literacy Campaign, Governor Deukmejian emphasized this key point:

"These Californians, both native and foreign born, are therefore unable to participate fully in the social, political and economic life of our state."

State Librarian Gary E. Strong underscored the following facts in his summary of the current library scene in California at CALTAC-WILL Workshops in 1984-1985:

"At least one in five adults cannot read well enough to write checks, read the want ads, fill out a job application or buy groceries--that is 20 percent of the English speaking adults in California."

"High school drop out rate statewide averages 33 percent, with some districts as high as 71 percent. We are entering a new age of 'learning work' where we must continue to learn to keep pace with the work that we choose for our lives."

The special challenge for local library trustees is to: 1) evaluate the problem in their own locale and, in cooperation with the head librarian, determine specific ways the trustees and the library can take a community leadership role as part of the California Literacy Campaign; 2) stress the value of a literacy program in their community to mobilize support, with special attention to the role of local government, schools, non-library agencies, organizations, and individuals as volunteers; 3) keep themselves and their community informed about the California

Alliance for Literacy launched in late 1985 with 47 libraries involved in an approach unique to California; 4) contact their state legislators to let them know how the state funding for the literacy program is serving their local community.

DEEPENING SYSTEM ADVISORY BOARD ROLES AND SAB-LOCAL LIBRARY BOARD INTERACTION

Although system advisory boards for the 15 cooperative library systems operating throughout the state are relatively new (created by the California Library Services Act of 1977), system advisory boards have made an initial impact-contribution. They now face the special challenge of building on the experience gained since their beginning to: 1) further define duties and responsibilities as well as their future role; 2) assess barriers or problems in meeting goals and objectives.

In several ways library boards for individual local libraries share the system advisory board challenge because: 1) both are dedicated to the cause of libraries and the maximizing of library services to all the people in the area; 2) both SABs and local library boards serve overlapping publics; 3) there is room for more meaningful and productive interaction between system advisory boards and local library boards.

Since CALTAC membership includes system advisory board members, CALTAC's 1985 Board of Directors directed a survey of SABs to determine present views of SAB responsibilities, activities, goals and objectives, as well as any barriers or problems they have had in meeting their goals and objectives. The list of accomplishments and activities revealed by the survey far surpassed the lists of problems submitted. (See also Chapter VIII--Working Relationships, and Cooperative Library System Advisory Board (SAB) Activities in General in Chapter XII--Appendices.)

Some of the special challenges indicated in the CALTAC survey summary:

"Travel distances and the hours involved in attending meetings were given most often as the reason for any attendance problems. Lack of financial assistance was a cause of lack of participation, as well as a hinderance in getting some projects completed."

One individual SAB member's survey response poses a special challenge for library advocacy interaction with local officials:

"In some cases, libraries are very low priority on the lists of city councils or boards of supervisors; and these bodies do not get around to confirming members for months, causing the system to have vacant seats."

ADDITIONAL SPECIAL CHALLENGES

It would be impossible in this chapter to identify all special challenges or techniques for coping with each one because of their number and changing nature. But a review listing of some additional challenges to foster thinking would include: getting the state legislature to view library support as a state priority (i.e., several components provided for in the California Library Services Act never have been funded); securing strong Presidential and Congressional support for the federal Library Services and Construction Act; the growing privatization of government information; the seemingly anti-intellectual movements which are on the increase; the closing of many school libraries with a resultant heavier demand on public libraries; the increase in unattended children and youth in libraries; and coping with problem patrons (i.e., disruptive, lonely, angry, or emotionally disturbed) while protecting all user rights.

CHAPTER XI

HELPFUL ORGANIZATIONS

XI. HELPFUL ORGANIZATIONS

Library trustees interested in doing an effective job will recognize the value of constantly widening their working knowledge of regional, state, and national library-related organizations, plus the support resources these organizations provide. For one thing, local libraries are impacted by numerous forces outside their local jurisdiction, and these state and national organizations can help keep all such forces in sharper focus. Additionally, close working relationships can make possible the sharing of problem solutions, innovative new ideas, and current resource information. They also can make possible the strengthened library support which comes through unity of efforts. Trustees should make it a point to involve themselves with the following:

1. State and national organizations which are actively involved and working cooperatively in the interest of libraries and their constantly improved services for all the people.

2. The wealth of resources these organizations can make available to assist local trustees and libraries. For example: constantly updated reports on trends and impact forces affecting libraries; current funding and grant sources, plus future library funding outlook; special surveys; consultive assistance; publications; conferences, seminars, workshops, and other educational opportunities.

3. Personal membership in library-support organizations and specific trustee associations at both the state and national level.

Within the major state and national library-related membership organizations which provide a structured framework for communication, interaction, and cooperative efforts are groups designed especially for trustees. By participating, trustees are able to cooperate with their counterparts from other areas, and in so doing become familiar with common problems and solutions, as well as the value of joint actions.

Trustees may sometimes be hesitant about memberships in professional groups because they may feel the leadership is composed primarily of librarians. However, one of the many attributes a trustee needs to cultivate is the strong conviction that trustees are professionals too! One of the great values of membership in the professional associations is the interchange between librarians and trustees, with mutual respect engendered by the contributions and collaborative efforts of each.

ORGANIZATIONS AT THE STATE LEVEL

There are a number of library-related organizations within California which are of importance to trustees and libraries and which can be of significant assistance to both. To discuss all such organizations here in full detail would be almost a book in itself; hence, the following listing is limited to those with whom the library trustee will most generally work. It focuses on the activities of these organizations most related to local library trustee interests, of necessity omitting a full presentation of their other activities.

CALIFORNIA STATE LIBRARY (CSL)

The California State Library (Gary E. Strong, State Librarian), is a special, top-level resource for all California library trustees and libraries. The State Library takes a leadership role; is a focal point of information, research, and action; is a stimulator; coordinator; and expeditor of library-related activities throughout the state.

Service Mission: The California State Library is committed to the improvement and development of quality library and information services for all Californians. The Library will continue to work toward a clearer understanding of the information needs of California and of the help that libraries provide.

Organization and Activities: The Library carries out this mission by helping people directly, by helping the libraries which serve them, and by advocating a public policy which encourages access to information and library materials. Under California law, the State Library generally is responsible for assisting all state and local library authorities to assume their full responsibility for serving their users.

Its programs include: administering state and federal financial aid programs to public libraries; providing consulting and interlibrary service to local libraries; administering the California Literacy Campaign; providing library services to the state legislature, state agencies and the governor; offering special client services to disadvantaged and handicapped citizens, including books for the blind and physically handicapped; collecting and preserving library materials on California and the West. (Note: No attempt is made here to provide an all-inclusive report on activities and services provided by the California State Library. A full report on activities, specific services and collection locations, as well as staff personnel, office addresses and phone numbers will be found in the *California Library Directory*, published annually.)

Established by the first California legislature in 1850, the California State Library is a division of the State Department of Education.

State Librarian: The State Librarian, who is a technically trained librarian appointed by the Governor, administers the State Library; serves as Chief Executive of the California Library Services Board, (created by the California Library Services Act) with responsibility for administering state CLSA funds for public library resource sharing; has responsibility for awarding federal Library Services and Construction Act funds for public and institutional library services and the multitype services in California; and administers the California Literacy Campaign.

The State Librarian's ex officio status also is important. For example, at the request of several statewide organizations, State Librarian Gary E. Strong in the early 1980s organized the work that resulted in Strategies for Service: California Libraries in the 1980s, and he convened the successive meetings of the California Library Services Task Force. Some examples of State Library leadership during 1985 to assist libraries in meeting the public's need include: sponsorship of the historic California Conference on Networking, which resulted in the creation of the now-active California Library Networking Task Force; conferences and workshops on library services to older Americans, library buildings, fund raising, and the Second Bi-national Conference on Libraries in the Californias; consumer forums for patrons of The Braille and Talking Book Library, two nationwide video-conferences on censorship and intellectual freedom; substantive involvement of public libraries in community literacy campaigns and a study of the economic cost of illiteracy; as well as directing an in-depth research study of the human aspects of library service, How Libraries Help, in order to expand their effectiveness.

Especially to assist library trustees, the State Librarian since 1983 has approved LSCA grants for annual CALTAC-WILL Regional Workshops, plus publication of the proceedings. Additionally, he approved State Library assistance in the preparation of this Trustee Tool Kit For Library Leadership, as well as its publication and distribution.

The State Librarian serves as advisor and/or consultant for numerous statewide library-related membership organizations. He is a frequent participant and speaker at conferences, workshops and meetings throughout the state before library trustee groups, as well as groups representing a variety of concerns and types of library service.

State Library Development Services Bureau (LDS): (Chief of Service Yolanda J. Cuesta). This is the State Library field arm, and the CSL Bureau with which trustees and library administrators frequently work. Its resources include a staff of expert consultants, and extensive materials about library services. Trustees will find the Library Development Services Bureau of great assistance in their planning and decision-making.

Among numerous LDS activities are the following:

- -Serves as a clearinghouse of library information;

- -Compiles and publishes library statistics, surveys and special reports, directories;

- -Administers CLSA and LSCA funds;

- -Offers special consultive help to local trustees, library administrators and staff, local government officials, and organizations supportive of constantly improved library services for all Californians;

- -Maintains Funding Source Information Center;

- -Bureau Chief of Service acts as advisor, consultant and/or liaison to California Association of Library Trustees and Commissioners and other library-related organizations; participates in, and serves as speaker for library trustee conferences, workshops and meetings.

Publications of Special Assistance to Library Trustees

- -California Library Directory (annual), an important reference source listing detailed information concerning the State Library services, collections, locations, key personnel and how to reach them; also listing academic, public, and special libraries plus key personnel and how to contact them.

- -California Libraries in the 1980s: Strategies for Service;

- -California Library Laws 1981;

- -Information Needs of California, 1979;

- -Proceedings: California Conference On Networking (new 1985);

- -California State Library Newsletter (monthly);

- -California Library Statistics (annual), an important reference source providing extensive statistics concerning academic, public, and special libraries. For example, it provides local library trustees a comparative review of their local library statistics such as services, budget, etc. with those of libraries in surrounding areas and with libraries of comparable size throughout the state; also provides information on the resource-sharing of all school, public community college, academic and special libraries in the state.

- -"Financing California Public Library Buildings, 1985," a helpful paper which outlines the current major financing methods that can be used for constructing a public library or other public buildings in the state.

- -Trustee Tool Kit For Library Leadership. (new 1986);

- -California Library Trustees Directory (annual), a key current reference source. It furnishes a composite picture of library boards in California since its listings include: names of all public library board members; their addresses; dates their terms of office end; the chairperson of each board (if reported to CSL); whether board is administrative or advisory; and multiple library boards serving any one library. It includes the names of system advisory board members and the cooperative library system they serve.

  The Directory lists California Association of Library Trustees and Commissioners Board of Directors, CALTAC committees and chairpersons, plus addresses and phone numbers.

  The Directory also lists members of the California Library Services Board, how each may be contacted, terms of office, meeting dates; lists key information concerning all public libraries, cooperative library systems, library associations, networks, and projects throughout the state.

The publication, with its annually current contact names and addresses, rightfully belongs with each board member's own local Trustee Manual, as does a copy of this Trustee Tool Kit For Library Leadership.

(Note: The information for Directory listings is obtained from annual reports submitted by local library administrators to the State Library in the fall of each year. Since board memberships change at different times during the year, each library board should be certain that the California Library Trustees Directory Editor at the Library Development Services Bureau is notified whenever changes should be made in Directory listings. The CALTAC regional representatives and the CALTAC membership chair also assist in updating the Directory whenever information is obtained by them.)

- -California Library Friends Directory is another Library Development Services Bureau publication which library trustees may find a helpful reference. It lists Friends of California Libraries (state organization) Board of Directors and how each may be contacted; lists local Friends of the Library groups, their presidents, and how each may be contacted, plus information concerning the public library each Friends group supports. It is published bi-annually.

Contact
For Information, Consultation, Publications:

Library Development Services Bureau
California State Library
1001 Sixth Street, Suite 300
Sacramento, CA 95814
Phone: (916) 445-4730

To contact State Librarian:
Gary E. Strong, State Librarian
P.O. Box 942837
Sacramento, CA 94237-0001
Phone: (916) 445-4027

CALIFORNIA ASSOCIATION OF LIBRARY TRUSTEES AND COMMISSIONERS (CALTAC)

The California Association of Library Trustees and Commissioners (CALTAC) is a membership organization composed entirely of present and former library trustees, commissioners, and system advisory board members throughout California. CALTAC is an independent chapter of the California Library Association (CLA), providing means for exchange of points of view with the professional organization and making available services vital to CALTAC operations.

Effective in 1986, the California Institute of Libraries (CIL), the library administrators' organization within CLA, is including CALTAC members on the CIL ballot for CIL Board positions. This is to insure that CALTAC also will be represented on the California Library Association Board of Councilors.

Library board members should join the California Association of Library Trustees and Commissioners and be actively involved with their professional trustee organization for several reasons: to keep up-to-date and well informed on library matters of concern to them as trustees responsible for promoting good library service in their community; to add to their effectiveness during their term of office; to make possible, after their terms of office have ended, the sharing of their experience and their expertise as trustees, and their continuing participation in library activities and support.

In turn, CALTAC, as the professional trustee association, needs the active participation of all California public library and system advisory board members, both past and present, in order to: utilize their leadership abilities; learn from and share their expertise with trustees and others actively supporting libraries; and to strengthen, through unity, the voice of library advocates.

Membership applications and information may be obtained from the CALTAC membership chair or any CALTAC board member (See California Library Trustees Directory for current listing).

CALTAC was organized in December, 1976, and has moved past the fledgling stage into an exciting new prominence in the California library community. Its members stress:

No longer can we, as trustees and commissioners, be content to remain in our own local circle of influence. Trustees across America, and especially in California, are reaching out, sharing information and ideas, and demanding nothing but the best in library information and services.

The roster of CALTAC Presidents:

Herbert Latham, Chula Vista	1976 (Pro Tem)
Amanda L. Williams, Berkeley	1977 and 1978
Cecily A. Cocco, Lakeport	1979 and 1980
Louise Duich Wheeler, Whittier	1981
Virginia Tierney, Daly City	1982
Bea Chute, Arcadia	1983
Ruth Austin Kampa, San Jose	1984
Marilyn ('lyn) Stevenson, Palos Verdes	1985
Dorothy Bertucci, Petaluma	1986

Goals: "To promote interest in the development of effective library services; to provide library trustees and commissioners and system advisory board members the opportunity to work together on problems important to all libraries in California; to stimulate the interest of each trustee and commissioner and system advisory board member in becoming a better informed and more effective advocate for California libraries; to cooperate with and advise on the programs of the California Library Association and the California State Library, and to help unify library action in the state; to work for legislation for better library services."

Organization and Activities: CALTAC functions through its committees of member-volunteers from throughout the state, holding its annual meeting in conjunction with the California Library Association's annual conference. CALTAC board meetings, to which all trustees, commissioners, and system advisory board members are invited, are held four or five times a year at libraries throughout the state. CALTAC committees include: awards, intellectual freedom, legislation, and literacy.

CALTAC maintains liaisons with the State Librarian; CSL Library Development Services; California Institute of Libraries; California Library Association and many of its committees (i.e. government relations, intellectual freedom, library development and standards); California Library Networking Task Force; American Library Trustee Association; White House Conference on Library and Information Services Taskforce, and Friends of California Libraries.

Among current CALTAC activities:

- --Planning and presentation of annual CALTAC-WILL Region Workshops for continuing trustee education;

- --Annual publication of Proceedings: CALTAC-WILL Regional Workshops following completion of each annual series of workshops; also has available upon request a compilation, Proceedings: CALTAC-WILL Regional Workshops 1983-1984 through 1985-1986;

--Preparation of this Trustee Tool Kit For Library Leadership, in cooperation with the State Library. It replaces the landmark and much-used Tool Kit Orientation Guidelines, also prepared by CALTAC in cooperation with the State Library in 1981;

--Development, summarization, and distribution of a survey concerning the evolving role and activities of system advisory boards throughout the state;

--Participation on committees advising California State Library activities and planning;

--Recognition of outstanding contributions by individuals and organizations to library support, the honors being announced at the CALTAC annual meeting awards luncheon program;

--Co-sponsorship with the California State Library in the preparation of California Library Trustee Directory, (annual);

--Publication of a newsletter, CALTACTICS, for members following four CALTAC board meetings;

--Participation in CLA and committees; participation in CIL;

--Participation in CLA annual Legislative Day in Sacramento.

CALTAC originated in 1986, and makes available to others the instantly popular "Support Your Library" lapel buttons. They provide a visible and unifying symbol when groups of library supporters gather as library advocates. The three-inch, blue and white metal buttons also feature the national library symbol.

CALTAC WORKSHOPS IN LIBRARY LEADERSHIP (CALTAC-WILL)

For the past several years, the California Association of Library Trustees and Commissioners has presented local workshops in different sections of California for the purpose of learning and sharing ideas among members. Initially there was almost no budget for these meetings. The programs imposed on the charity, good will, and volunteer spirit of host libraries, speakers, and the local CALTAC representative. Enthusiasm was high, but the areas covered by the programs often varied.

In 1982, the CALTAC Board of Directors endorsed the concept of conducting regional workshops throughout California based on the ALTA-WILL (American Library Trustee Association Workshops in Library Leadership) held in Minneapolis earlier and attended by a CALTAC past president, Bea Chute.

Topics chosen were areas of concern often requested at past workshops, and similar to topics which were discussed at ALTA-WILL. CALTAC voted to request a grant from California State Library and from LSCA funds to provide five regional workshops during 1983-1984, using professional, talented, knowledgeable speakers to cover the requested programs, and to use the same format, speakers, and topics consistently in all five workshops. State Librarian Gary E. Strong approved the grant request in late summer, 1983.

The 1983-1984 workshops were an improvement over past programs in their consistency, quality, efficiency, and professionalism. CALTAC-WILL's goal of education of library trustees, commissioners, and system advisory board members was enhanced greatly in this joint statewide effort.

At the conclusion of the 1983-1984 series of workshops, plans for future workshops were formulated to reach other geographic locations in California, to use other topics for presentation, and to publicize the workshops more widely before and after the scheduled dates. LSCA grant requests have been submitted and approved for subsequent years, so that a continuing and evolving program of trustee education is being developed through State Library/CALTAC cooperation. Each year the proceedings of the concluded workshops are distributed to participants, to CALTAC members, and to all California public libraries.

Contact
For CALTAC Membership, Information,
Workshop Proceedings, Library
Buttons:

For present officers, addresses, and phone numbers, see current California Library Trustees Directory.

CALIFORNIA LIBRARY ASSOCIATION (CLA)

The California Library Association (CLA) is the largest, independent membership library-related organization in the state. It is a key leader and activator in California library support. Bringing together as members not only librarians but library employees, trustees, library students, Friends and other individuals interested in supporting library service in California, CLA provides an effective forum for information sharing, a wide-spectrum input into problem and solution analysis, and a broad base for cooperative action. CLA serves as a focal force in coordinated actions among member groups.

Purpose: "...To promote the development of library service of the highest quality and maximum availability for all the residents of California."

Organization and Activities: CLA is composed of three groups known as constituent organizations, plus members-at-large. Membership in CLA includes membership in the constituent group of the member's choice, or listing as CLA member-at-large. The three constituent organizations:

- -California Institute of Libraries (CIL), generally composed of library trustees and administrators;

- -California Library Employees Association (CLEA), composed of library staff members;

- -California Society of Librarians (CSL), composed of librarians.

CLA also includes 27 independent Chapters formed to provide a focus for geographic and special interests. The California Association of Library Trustees and Commissioners is one of the independent CLA Chapters.

(Note: California Association of Library Trustees and Commissioners encourages all trustees to join CLA. CALTAC further suggests that trustees designate the California Institute of Libraries as their constituent organization, and designate CALTAC as their Chapter interest group when they join CLA. Since many libraries automatically send trustee membership applications and dues to CLA, it is important for trustees to remind staff to specify both of these designations.)

The governing body of CLA is the CLA Council. It consists of the elected officers including the American Library Association Councilor, plus 50 councilors representing the three constituent organizations and members-at-large.

The CLA Council is assisted by a number of standing committees, which include such committees of special library trustee interest as community relations, government relations, intellectual freedom, library services development and planning, and automated library activities.

CLA has a wide range of activities. Some examples:

- -Sponsors an active legislative advocacy program; sponsors an annual Legislative Day in Sacramento to provide a face-to-face information exchange between library supporters and lawmakers; (CALTAC members participate and CALTAC urges all library trustees and system advisory board members to do so.)

- -Maintains a Legislative Hotline for current information on status of library-related state legislation;

- -Publishes a monthly newsletter for members, CLA Newsletter; plus frequent issues of Clarion--Libraries and Legislation;

- -Provides continuing education programs, forums, workshops;

- -Holds a five-day annual conference (attended by 3,000 in 1985) which provides the opportunity for wide idea-exchange and library-support action planning.

- -(Note: Above listing does not encompass all CLA activities, but focuses on those of special interest to trustees.)

Contact

For CLA Membership, Information:

For Legislative Hotline:
Phone: (916) 447-8541

California Library Association
717 K Street, Suite 300
Sacramento, CA 95814-3477
Phone: (916) 447-8541

CALIFORNIA INSTITUTE OF LIBRARIES (CIL)

The California Institute of Libraries is the constituent organization of CLA which focuses on the management of libraries of all types. As previously reported, it is the one of the three constituent CLA groups to which trustees would appropriately belong.

Purpose: "CIL members are interested in library organization, administration and planning. Funding and personnel practices are common topics for programs and discussions. Membership is open to all CLA members and is of special interest to library managers of all levels and all library board members."

CIL will include CALTAC members on the CIL ballot for CIL Board positions beginning in 1986 to insure that CALTAC will also be represented on the CLA Board of Councilors. (Repeated reminder: It is important that library trustees designate CIL as their constituent organization, as well as CALTAC as their Chapter interest, when they join CLA.)

Contact:
For Information, Membership:

California Library Association
717 K Street, Suite 300
Sacramento, CA 95814-3477
Phone: (916) 447-8541

CALIFORNIA LIBRARY SERVICES BOARD (CLSB)

The California Library Services Board is an appointed, 13-member state board created by California law.

Purpose: Its principal purpose is to provide policy direction to the State Librarian in the administration of the California Library Services Act, to review for approval all annual proposals submitted under CLSA and to submit budget proposals under CLSA. The State Librarian serves as Chief Executive Officer.

The California Library Services Board also serves as the State Advisory Council on Libraries required by the federal Library Services and Construction Act. (See also Chapter II--Funding.)

The California Library Services Board presents an award each year recognizing the outstanding achievements of a system advisory board.

Organization: The board members, who serve without pay, are appointed as representatives of laypersons, handicapped, limited and non-English speaking, economically disadvantaged persons, school libraries, libraries for institutionalized persons, public library trustees or commissioners, public libraries, special libraries, and academic libraries. Four members are appointed by the legislature and nine by the governor. The names of current CLSB members, how they may be contacted, plus meeting dates are listed in both the current California Library Directory and California Library Trustees Directory.

Contact:

California Library Services Board
P.O. Box 942837
Sacramento, CA 94237-0001
Phone: (916) 322-8476

CALIFORNIA LIBRARY NETWORKING TASK FORCE

The California Library Networking Task Force is a volunteer group convened by State Librarian Gary E. Strong at the request of the California Conference on Networking (held in September, 1985) to explore ways in which California libraries of all types can work together to improve their ability to serve all Californians. The Task Force in the fall of 1986 presented a comprehensive multitype library networking proposal to the California library community for discussion and comment concerning implementation. (See also Chapter X--Special Challenges.)

Contact:
For Information, Publications:

Library Development Services Bureau
California State Library
1001 Sixth Street, Suite 300
Sacramento, CA 95814
Phone: (916) 322-0372

COOPERATIVE PUBLIC LIBRARY SYSTEMS

The cooperative library system of which a public library is a member correctly can be listed as a "helping organization" for both that library and its trustees because the system's purpose is to share resources, techniques, and information to improve and expand each library's services beyond its own ability to provide. (All but seven California public libraries belong to one of the 15 cooperative library systems. They are: Inglewood, Irwindale, Oxnard, Redlands, San Leandro, Signal Hill, and Vernon.) Because the cooperative library systems' purposes, organizational structures, and general activities are discussed in a special report in Chapter XII, they will not be repeated here.

Each member-library's head librarian, who serves on the cooperative library system's administrative council, generally keeps local trustees apprised of system goals, activities, and resource-sharing capabilities. So, too, will the system advisory board, and especially the local jurisdiction's SAB member, if the public library trustees and the SAB are working cooperatively together.

Additionally, however, library trustees will find it helpful to ask to receive copies of both the system administrative council and system advisory board minutes and meeting agendas; request copies of special reports, surveys, publications, etc.; and attend meetings as observers.

Such actions also may provide insight into a neighboring library's planning, policies, and actions which may be helpful to a local library board.

Contact:

Head librarian of the local library;
cooperative library system
administrative office;
SAB chair; or local SAB member
as listed in the current annual
California Library Trustees Directory

COOPERATIVE LIBRARY NETWORKS

Cooperative help from other sources comes from numerous California library networks, (groups of specialized libraries such as school, institution or governmental agency) which join with a public library "system". Their resources can be indirectly tapped by even the smallest of community libraries which belong to the system, typically by means of interlibrary loan of materials--an enormous benefit to those who can use and benefit from university collections, or collections of special libraries not normally available to the public.

Many areas of the state have these operating networks (See also Chapter XII--Appendices.)

Contact:

Head Librarian of the local library or
consult California State Library

FRIENDS OF CALIFORNIA LIBRARIES (FCL)

The Friends of California Libraries is the state organization of local Friends of the Library groups. It works cooperatively with the State Library, CALTAC, CLA, CIL and other state and national organizations interested in supporting libraries and constantly improved library services. Any organized group of Friends of any California library whose members act as citizen-supporters of that library is eligible for FCL membership.

Purposes: "To assist and aid those citizen-groups organized to cultivate citizen interest, support and understanding of library services and needs in California; to encourage the organizing of such groups and to recommend ways of correlating and developing their interest in libraries in California; to encourage the development of adequate library service to all citizens of California and to cooperate with educational, professional and civic organizations to this end."

Organization and Activities: The FCL annual membership meeting is held in conjunction with the California Library Association annual conference, and includes a Friends of California Libraries-California Institute of Libraries joint luncheon-program. The elected FCL Board of Directors meets quarterly in different sections of the state. Serving as advisors and consultants are the State Librarian; the California Library Association president, president-elect and executive director; CALTAC president; and three librarians from different areas of the state. Names of current FCL officers and local Friends groups' officers are listed in California Library Friends Directory, published by the State Library bi-annually.

Among FCL activities are the following:

- -Encourages and assists in the formation of new local Friends of the Library groups;

- -Sponsors, assists with, and encourages regional idea-exchange/ problem-solving workshops among local groups of Friends of the Library in different regions of the state;

- -Compiles and publishes a "how-to" Information Kit for local Friends groups;

- -Publishes a quarterly newsletter reporting current Friends groups' activities throughout the state;

- -Studies legislation affecting libraries and communicates study results to member groups and lawmakers; participates in annual CLA Legislative Day in Sacramento;

- -Provides "seed money assistance" to aid newly organized Friends groups, or Friends groups attempting to rejuvenate;

- -Provides speakers' bureau available to meet with local Friends groups; also Presidents' Roundtable discussion groups for groups in need of special helps;

Publications of Interest to Trustees, System Advisory Boards:

- -FCL Folio, quarterly newsletter to members; available to non-members by subscription;

- -FCL Information Kit to assist local Friends groups; available for sale to non-members.

Contact:

Friends of California Libraries
717 K Street, Suite 300
Sacramento, CA 95814

For present officers, addresses, and phone numbers, see current California Library Friends Directory.

OTHER USEFUL STATE CONTACTS

County Supervisors Association of California
11th and L St.
Sacramento, CA 95814
Phone: (916) 441-4011

Fair Political Practices Commission
1100 K Street
P.O. Box 807
Sacramento, CA 95804
Phone: (916) 322-5660

Regarding possible conflict of interest:
Phone: (916) 322-6444

League of California Cities
1400 K Street
Sacramento, CA 95814
Phone: (916) 444-5790

Department of Justice
Public Inquiry Unit
Office of the Attorney General
1515 K Street, Suite 511
Sacramento, CA 95814
Phone: (916) 322-3360

Governor of California
State Capitol
Sacramento, CA 95814
Phone: (916) 445-2841

TO SECURE COPIES OF BILLS INTRODUCED IN THE STATE ASSEMBLY:

Contact:
District Assemblyman's local office
or office in Sacramento

TO SECURE COPIES OF BILLS INTRODUCED IN THE STATE SENATE:

Contact:
State Senator's local office
or office in Sacramento

ORGANIZATIONS AT THE NATIONAL LEVEL

There are a number of national library-related organizations which are of importance to trustees and libraries and which can be of significant assistance. However, the following listing is limited to those with whom the library trustee will most generally have contact, and focuses on their activities most related to local library trustee interests, (of necessity omitting a full presentation of their other activities).

AMERICAN LIBRARY ASSOCIATION (ALA)

The American Library Association (ALA), founded in 1876, is the major national membership library association. Its concerns span all types of libraries. Its members include libraries, librarians, library trustees, and other interested persons.

The division within ALA primarily focused on the interests of trustees is the American Library Trustees Association (See following pages for details). However, other ALA groups such as the Library Administration and Management Association (LAMA), the Public Library Association (PLA), and numerous others provide cooperative support.

Goals and Priorities: "The ALA is an organization with the overarching objective of promoting and improving library service and librarianship. The priorities are: access to information, legislation/funding, intellectual freedom, public awareness, personnel resources."

Organization and Activities: ALA organization consists of the governing Council, Executive Board, committees, 11 divisions, 13 round tables, 57 chapters, and 21 affiliated organizations. Within the headquarters office are Offices for Intellectual Freedom, Library Outreach Services, Library Personnel Resources, and Research.

The ALA Washington office acts as the link between ALA members and the federal government by relaying news of important government actions affecting libraries to the membership, and by supplying information and assistance to government agencies and Congress. The office makes official comment on legislation benefiting libraries and library service. It works for meaningful appropriations levels for federal library-related programs. It publishes the ALA Washington Newsletter.

The American Library Association maintains a total program for the promotion and defense of intellectual freedom, composed of the Office for Intellectual Freedom, the Intellectual Freedom Committee, the Freedom to Read Foundation, and the Program of Action for Mediation, Arbitration and Inquiry. The Office for Intellectual Freedom also distributes documents, articles, and ALA policies concerning intellectual freedom. Among them are the Library Bill of Rights, the Freedom to Read Statement, the ALA's basic policy statement on Intellectual Freedom, and the School Library Bill of Rights. It also issues the Newsletter on Intellectual Freedom and special materials packets (See also Chapter XII-Appendices.

The ALA holds two major conferences each year, usually in June and January. It publishes a monthly journal for its membership, American

Libraries, and has undertaken extensive publication activities to support its mission.

ALA maintains a close working relationship with more than 70 other library associations (including California Library Association) and works closely with many other organizations concerned with education, research, cultural development, recreation, and public services.

For a full report on current ALA officers, committees, activities, publications, and affiliated organizations, trustees should consult the American Library Association Handbook at their local library. ALA members should request a copy.

Contact:
For Information, Membership, Publications:

American Library Association
50 East Huron Street
Chicago, IL 60611
Washington, D.C. 20002
Office Hours: Monday-Friday
8:30 a.m.--4:30 p.m. Central Time

Re Status Federal Legislation:
ALA Washington Office
110 Maryland Ave., N.E., Box 54
Washington, D.C. 20002
Phone: (202) 547-4440

Re Intellectual Freedom:
Office of Intellectual Freedom
American Library Association
(Same mailing address)
Phone: (312) 944-6780

AMERICAN LIBRARY TRUSTEE ASSOCIATION (ALTA)

The American Library Trustee Association (ALTA) is the division within the American Library Association dedicated to the concerns of library trustees. It is the only national organization for library trustees. Membership is open to trustees from all types of libraries, librarians, libraries as institutions, and Friends of Libraries, but the greatest number of its members are public library trustees. The California Association of Library Trustees and Commissioners maintains a member-liaison working relationship with ALTA, and CALTAC urges its members also to become members of ALTA.

ALTA members are concerned, as policymakers, with organizational patterns of service, with the development of competent personnel, the provision of adequate financing, the passage of suitable legislation, and the encouragement of citizen support for libraries.

Responsibilities: "A continuing comprehensive educational program to enable library trustees to discharge their grave responsibilities in a manner best fitted to benefit the public and the libraries they represent; continuous study and review of the activities of library trustees; conduct of activities and projects within the area of responsibility; synthesis of the activities of all units within ALA as they relate to the trustees; stimulation of the development of library trustees, and stimulation of participation by trustees in other appropriate divisions of ALA; representation and interpretation of the activities of library trustees in contacts outside the library profession, particularly with national organizations and governmental agencies."

Organization and Activities: ALTA holds an annual membership meeting, operates through a board of directors, and has a number of specific subject committees including awards, education of trustees, intellectual freedom, legislation, and liaison with Leagues of Municipalities and Associations of Counties. (Current ALTA officers, committee members, how to contact them, etc. all are listed in American Library Association Handbook.)

Among ALTA activities are the following:

- -Conducts workshops and seminars on issues of concern to library trustees;

- -Maintains speakers' bureau;

- -Provides general and technical assistance to trustees;

- -Assists in orientation and training of new trustees;

- -Provides trustee recognition. An ALTA jury annually selects outstanding trustees for citation by the ALA. In addition, the ALTA awards committee identifies and assists local communities in giving public recognition to major benefactors of libraries;

- -Provides information to elected/appointed government officials on library needs and trends;

- -Encourages production and participation in the exchange of audio-visual aids supporting good trusteeship;

- -Publishes ALTA Newsletter (six issues a year) for members;

- -Makes available numerous materials to assist library trustees; (Write for Checklist of Materials).

Contact:
For Information, Membership,
Publications:

American Library Trustee Association
American Library Association
50 East Huron Street
Chicago, IL 60611
Phone: (312) 944-6780

For Current Officers:

See American Library Association Handbook

OTHER AMERICAN LIBRARY ASSOCIATION AFFILIATES

FREEDOM TO READ FOUNDATION
Contact:

Freedom to Read Foundation Secretariat
American Library Association
50 East Huron Street
Chicago, IL 60611
Phone: (312) 944-6780

FRIENDS OF LIBRARIES USA
Contact:

Friends of Libraries USA Secretariat
American Library Association Public
Information Office
50 East Huron Street
Chicago, IL 60611
Phone: (312) 944-6780

WHITE HOUSE CONFERENCE ON LIBRARY AND INFORMATION SERVICES TASKFORCE (WHCLIST)

The White House Conference on Library and Information Services Taskforce is an action-oriented taskforce working with all people and groups interested in promoting the goals of the 1979 White House Conference on Library and Information Services. It is an independent association formed by conference delegates following the White House Conference. WHCLIST has regional representatives across the country to increase liaison contacts within the states in each region. California is in WHCLIST Region V. A WHCLIST Region V. Newsletter is circulated several times each year.

Goals and Activities: WHCLIST's current focus is advocating Congressional resolutions to authorize and request the President to call a second White House Conference, not later than 1989. Other WHCLIST activities: Advocates implementation of the 64 resolutions adopted at the 1979 White House Conference through enabling legislation and a nationwide awareness campaign, especially increasing awareness of the importance of reading and access to interlibrary loan of print and nonprint materials; builds coalitions at the national level for these purposes; testifies at state and Congressional hearings on library, information, and cultural issues and legislation; promotes statewide Friends/citizen library and cultural organizations to meet the needs of all people; honors outstanding library advocates with WHCLIST awards.

Publications of Interest to Trustees, System Advisory Boards:

--L.I.S.T.E.N., quarterly newsletter for members;

--WHCLIST Annual Report From The States, a report detailing progress toward WHCLIST goals, and providing examples for citizen-library groups to emulate;

--1985 Five Year Review of Progress Made Toward Implementation of the Resolutions Adopted at the 1979 White House Conference.

Contact
For Information, Region V. Representative,
Membership, Publications:

WHCLIST
1700 E. Las Olas Blvd., Suite 100
Fort Lauderdale, FL 33301

CHAPTER XII

APPENDICES

XII. APPENDICES

ABBREVIATED CALIFORNIA PUBLIC LIBRARY STATISTICS

(All figures are for the Fiscal Year 1984-85, unless otherwise indicated. Source: California State Library.)

There are 169 public library jurisdictions in California: 43 county, 106 city, 8 combined city-county, 12 special district. They maintain a total of 2,945 public service outlets:

163 main or headquarters libraries. (Some district or county libraries have no main building.)

587 branch libraries. (A branch is an extension library open some part of each of five days a week; has at least 1,400 square feet of floor space; a general book collection of at least 7,000 volumes; and is staffed with the equivalent of at least one librarian and one clerical employee.)

340 library stations. (A station is a library structure smaller than a branch. Example: storefront, post office.)

1,855 mobile library stops. (There are 80 bookmobiles, vans, and other traveling libraries operated by 50 jurisdictions.)

Their total available operating income was $335,000,000. These funds came from the following sources: federal 2 percent; state 7 percent; local 91 percent.

Their total operating expenditure was $333,707,000. On the average, this went 62 percent for staff salaries and benefits; 13 percent for library books, periodicals, and audiovisual materials; the remainder was for other operating costs.

Libraries hold 51,150,000 volumes, or 1.98 per capita. They circulate 125,140,000 items per year (books and all other materials) or 4.84 per capita. They answer 37,349,000 reference questions, or 1.44 per capita.

Libraries employ librarians and support staff members in a full-time equivalent of 9,057 FTE. They benefit from a total of 478 FTE volunteer hours per week.

Average price of hard cover books: $24.22. Average periodical subscription: $54.97. (Source: Bowker Annual, 1985.)

PERSONS SERVED BY CALIFORNIA LIBRARIES 1986

Library	System	Population
Alameda County Library	BALIS	435,800
Alameda Free Library	BALIS	75,200
Alhambra Public Library	MCLS	71,300
Alpine County Library	MCLS	1,180
Altadena Library District	MCLS	42,935
Amador County Library	49-99	23,650
Anaheim Public Library	Santiago	237,500
Arcadia Public Library	MCLS	48,100
Auburn-Placer County Library	MVLS	105,200
Azusa City Library	MCLS	35,900
Banning Unified School District	Inland	17,000
Beaumont District Library	Inland	11,900
Benicia Public Library	NBC	21,200
Berkeley Public Library	BALIS	107,200
Beverly Hills Public Library	MCLS	33,800
Brawley Public Library	Serra	18,050
Buena Park Library District	Santiago	65,700
Burbank Public Library	MCLS	88,800
Burlingame Public Library	Peninsula	34,520
Butte County Library	NSCLS	165,200
Calaveras County Library	49-99	27,250
Calexico Public Library	Serra	17,950
Carlsbad City Library	Serra	48,850

Library	System	Population
(Carmel) Harrison Memorial Library	MOBAC	4,940
Cerritos Public Library	MCLS	56,800
Chula Vista Public Library	Serra	91,141
Coalinga-Huron Public Library Dist.	SJVLS	12,980
Colton Public Library	Inland	27,950
Colusa County Free Library	NSCLS	14,850
Commerce Public Library	MCLS	12,200
Contra Costa County Library	BALIS	645,400
Corona Public Library	Inland	44,900
Coronado Public Library	Serra	19,450
Covina Public Library	MCLS	40,600
Daly City Public Library	Peninsula	82,400
Del Norte County Library Dist.	NSCLS	19,000
Dixon Unified School Dist. Library	MVLS	14,150
Downey City Library	MCLS	85,000
El Centro Public Library	Serra	28,050
El Dorado County Library	MVLS	106,100
El Segundo Public Library	MCLS	15,150
Escondido Public Library	Serra	79,600
Eureka-Humboldt County Library	NSCLS	113,800
Fresno County Free Library	SJVLS	567,220
Fullerton Public Library	Santiago	109,300
Glendale Public Library	MCLS	152,500
Glendora Library & Cultural Center	MCLS	41,600
Hayward Public Library	BALIS	100,600

Library	System	Population
Hemet Public Library	Inland	29,300
Huntington Beach Library	Santiago	184,300
Imperial County Free Library	Serra	39,080
Imperial Public Library	Serra	4,000
Inglewood Public Library	Not a Member	100,500
Inyo County Free Library	Inland	18,350
Irwindale Public Library	Not a Member	1,060
Kern County Library	SJVLS	486,800
King City Public Library	MOBAC	6,975
Kings County Library	SJVLS	85,300
Lake County Library	NBC	48,700
Larkspur Public Library	NBC	11,400
Lassen County Free Library	NSCLS	24,900
Lincoln Public Library	MVLS	5,200
Livermore Public Library	BALIS	54,000
Lodi Public Library	49-99	43,300
Lompoc Public Library	Black Gold	49,373
Long Beach Public Library	MCLS	392,300
Los Angeles Co. Public Library	SSCLS	2,832,800
Los Angeles Public Library	MCLS	3,215,500
Los Gatos Memorial Library	SBCLS	28,200
Madera County Library	SJVLS	77,200
Marin County Free Library	NBC	137,800
Mendocino County Library	NBC	74,300
Menlo Park Public Library	Peninsula	28,200

Library	System	Population
Merced County Library	49-99	162,100
Mill Valley Public Library	NBC	13,000
Modoc County Library	NSCLS	9,525
Mono County Free Library	MVLS	9,325
Monrovia Public Library	MCLS	32,650
Monterey County Library	MOBAC	179,870
Monterey Public Library	MOBAC	30,400
(Monterey Park) Bruggemeyer Memorial	MCLS	60,200
Mountain View Public Library	SBCLS	62,200
Napa City-County Library	NBC	99,425
National City Public Library	Serra	55,400
Nevada County Library	MVLS	69,600
Newport Beach Public Library	Santiago	67,100
Oakland Public Library	BALIS	369,300
Oceanside Public Library	Serra	96,600
Ontario City Library	Inland	110,700
Orange County Public Library	Santiago	1,076,825
Orange Public Library	Santiago	101,600
Orland Free Library	NSCLS	11,345
Oxnard Public Library	Not a Member	123,100
Pacific Grove Public Library	MOBAC	16,250
Palmdale City Library	SSCLS	34,400
Palm Springs Public Library	Inland	30,850
Palo Alto City Library	SBCLS	56,800
Palos Verdes Library District	MCLS	81,150
Palo Verde Valley Dist. Library	Inland	14,700

Library	System	Population
Pasadena Public Library	MCLS	128,500
Paso Robles Public Library	Black Gold	13,800
Placentia Library District	Santiago	39,500
Plumas County Library (includes Sierra County)	NSCLS	22,850
Pomona Public Library	MCLS	112,800
Porterville Public Library	SJVLS	24,500
(Redlands) A.K. Smiley Public Library	Not a Member	51,600
Redondo Beach Public Library	MCLS	63,200
Redwood City Public Library	Peninsula	58,500
Richmond Public Library	BALIS	78,600
Riverside City/Co. Public Library	Inland	687,750
Roseville Public Library	MVLS	29,900
Sacramento Public Library	MVLS	905,500
Salinas Public Library	MOBAC	94,700
San Anselmo Public Library	NBC	12,100
San Benito County Free Library	SBCLS	29,620
San Bernardino County Library	Inland	726,400
San Bernardino Public Library	Inland	137,400
San Bruno Public Library	Peninsula	35,150
San Diego County Library	Serra	772,209
San Diego Public Library	Serra	1,002,900
San Francisco Public Library	BALIS	741,600
San Jose Public Library	SBCLS	713,400
San Juan Bautista City Library	SBCLS	1,430
San Leandro Community Library	Not a Member	66,000

Library	System	Population
San Marino Public Library	MCLS	13,750
San Mateo County Library	Peninsula	239,130
San Mateo Public Library	Peninsula	87,080
San Rafael Public Library	NBC	45,200
Santa Ana Public Library	Santiago	225,800
Santa Barbara Public Library	Black Gold	194,733
Santa Clara County Free Library	SBCLS	338,245
Santa Clara Public Library	SBCLS	89,800
Santa Cruz Public Library	MOBAC	189,300
Santa Fe Springs City Library	MCLS	15,100
Santa Maria Public Library	Black Gold	93,696
Santa Monica Public Library	MCLS	94,100
(Santa Paula) Blanchard Community	Black Gold	23,250
Sausalito Public Library	NBC	7,550
Shasta County Library	NSCLS	132,600
Sierra Madre Public Library	MCLS	10,950
Signal Hill Public Library	Not a Member	7,900
Siskiyou County Public Library	NSCLS	42,800
Solano County Library	NBC	244,150
Sonoma County Library	NBC	339,400
South Pasadena Public Library	MCLS	23,950
South San Francisco Public Library	Peninsula	52,200
Stanislaus County Free Library	49-99	309,400
St. Helena Public Library	NBC	5,175
Stockton-San Joaquin Co. Public	49-99	379,900
Sunnyvale Public Library	SBCLS	114,300

Library	System	Population
Sutter County Library	MVLS	58,900
Tehama County Library	NSCLS	44,550
Thousand Oaks Public Library	Black Gold	97,200
Torrance Public Library	MCLS	137,200
Trinity County Library	NSCLS	13,650
Tulare County Free Library	SJVLS	231,750
Tulare Public Library	SJVLS	26,750
Tuolumne County Free Library (includes Mariposa County)	49-99	55,100
Upland Public Library	Inland	56,500
Ventura Co. Library Services Agency	Black Gold	362,550
Vernon Public Library	Not a Member	85
Watsonville Public Library	MOBAC	27,700
Whittier Public Library	MCLS	71,900
Willows Public Library	NSCLS	11,875
Woodland Public Library	MVLS	34,100
Yolo County Library	MVLS	90,300
Yorba Linda Library District	Santiago	39,150
Yuba County Library	MVLS	54,500
State total		26,637,000

(Source: California State Library.
Library service populations for 1/1/1986 developed from Report E-1 of the Population Research Unit, State Department of Finance.)

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CALIFORNIA LIBRARY RESOURCE-SHARING: NETWORKING CONCLUSIONS AND IMPLICATIONS

By: Cy H. Silver, Library Planning and Evaluation Consultant
California State Library

The major purpose of networking among California libraries is the sharing of resources. This requires not only that libraries be willing and able to loan materials, but that they be able to verify bibliographic information, locate holding libraries, and transmit requests and materials. A major secondary purpose of networking is to support cataloging, as with bibliographic utilities. Shared or coordinated collection development is particularly important for school libraries, who are less concerned with interlibrary borrowing. Although most networking takes place between libraries, and is invisible to the end user, many public and academic libraries do allow direct user access for borrowing and/or reference. Networking in support of administrative activities appears to be relatively uncommon and unimportant, with two exceptions: staff development and automation expertise.

The major advantage to networking is improved access to resources, which ultimately benefits the end user. Generally, respondents report that networking allows them to provide better and faster service at reduced cost. Staff development is cited as a major benefit, as well. Comments indicate that this is both formal staff development from training programs, and informal learning that comes from working with people in other libraries, sharing information, and attempting new tasks.

The major barrier to networking cited was money. Other significant barriers, however, especially to multitype cooperation, derive from organizational differences: communication and coordination problems, administrative constraints, and staff attitudes. From the comments on the surveys, it appears that the differences in priorities, policies, and administrative constraints across types of libraries create difficulties that are sometimes attributed to a lack of a cooperative attitude on the part of one party or another. Furthermore, network participants often assume (rightly or wrongly) that libraries of other types have little to offer, but will be a drain on their own resources, giving them little incentive to overcome these difficulties.

Public libraries are the most active participants in and supporters of networking, followed by academic libraries. It appears that school and special libraries differ from others in their priorities for network activities and their interest in networking. They are also much more constrained in what they can do.

Full multitype networking in California must take into account the differences between libraries and find ways to overcome the barriers identified. The high incidence of public library networking is probably due to the many years of effort in this area and state funding. Academic libraries are also active in networking. School and special libraries are where the most work needs to be done; it is not coincidental that they are the most different from the other types of libraries and the most constrained by their parent organizations. Major barriers to networking to be overcome include the lack of information and understanding among types of libraries, and the administrative difficulties of bringing together libraries who have unlike parent organizations.

A. BRIEF LOOK AT WHAT HAS GONE BEFORE

There has always been some cooperative, resource-sharing activity among libraries. Most of it has been ad hoc, frequently based on a local group of people with similar interests. Typically such a group will have an occasional lunch or dinner meeting, perhaps with a program or speaker. A union list of periodicals is a common product of such local groups. Such efforts will wax and wane with the dedication of the individuals involved. Special libraries (including law and medical libraries) are often involved in such efforts, perhaps because the limited nature of their staffs and collections makes them relatively dependent on larger, more general libraries.

Libraries that have some central coordinating office in place have been more successful in institutionalizing resource sharing. Two such segments are the library systems of the University of California and the California State University.

Within the California public library segment, cooperation was usually based on formal contracts between jurisdictions, to enable their residents to use each other's libraries. A few of those contracts remain.

The modern era of public library cooperation began in 1960. Several of the public libraries in today's North Bay Cooperative Library System received from the State Library a grant of federal funds from what is now the Library Services and Construction Act (LSCA). The grant supported resource-sharing, including interlibrary loan, reference referral, and other programs.

The North Bay experience contributed to the state's 1963 Public Library Services Act (PLSA), which promoted creation of cooperative public library systems statewide and provided support for their resource-sharing programs. The state support soon proved to be inadequate, and the State Library awarded LSCA to the systems on an ad hoc basis to supplement PLSA. In 1977 PLSA was succeeded by the California Library Services Act (CLSA), which provides the principal funding for the 15 regional public library systems described below. CLSA appropriations have been substantially more than those under PLSA.

Throughout this time, the California Library Association worked in support of cooperation and networking. Its published position papers and legislative network were vital in gaining legislative support for cooperative activity.

In 1966 LSCA was amended to provide for multitype cooperation, and it assisted several multitype networks into being. As might be expected, these networks were generally co-extensive with the regional public library systems. This ad hoc LSCA support enabled public library systems to share materials, reference services and training with those networks, as well as provide some administrative support for them. Much of the LSCA so used was from funds earmarked for improving public library services, which in this case was accomplished by helping public libraries gain access to the resources of other types of libraries.

In the late 1970s a combination of two factors changed the support for multitype networks. One factor was CLSA. It significantly increased the level of state support for public library systems beyond that of PLSA. That in turn decreased the systems' dependence on the LSCA funding for multitype networks.

The other factor was LSCA itself. The need for LSCA funds was growing both because of inflation in existing LSCA-supported programs not involving networks, and because of the changing needs of California's population. However, Congress was not increasing LSCA appropriations. Since CLSA now gave public library systems a stable, minimum level of support, those systems were no longer as dependent on LSCA-supported multitype activity. LSCA funds to improve public library services could now be redirected to other needs. When this LSCA support for multitype activity was withdrawn, many of the networks began to collapse.

B. COOPERATIVE PUBLIC LIBRARY SYSTEMS

There are 15 California regional cooperative public library sytems, existing as independent local entities by agreement among their member jurisdictions. Most are organized under the Joint Exercise of Powers statute. Most of their funding comes from CLSA funds, cash contributions from members, in-kind contributions, and some LSCA.

CLSA funding requires that systems:

1. let each other's residents use all members' services ("Equal Access");
2. provide interlibrary loan among themselves;
3. provide reference referral and training;
4. provide communication and delivery between members.

State funds are given each system by formula for those programs.

CLSA also requires each be governed by an administrative council comprised of the directors of each member library, and have a system advisory board (SAB) of jurisdictional representatives. At present each system has an administrative staff that includes a system coordinator (sometimes titled "system director") and others, e.g., account clerks. Since CLSA has not yet funded system administration (except for SAB's), LSCA funding is used. That LSCA funding is scheduled to end in 1987/88. Systems frequently have CLSA- or locally-funded program staff as well, such as a reference coordinators or delivery drivers.

Although CLSA authorized statewide communications and delivery between systems, that has not yet been funded. Several of the cooperative systems in Northern California have responded to that challenge by contracting with United Parcel Service to send materials between their systems, with a drop-off point in each system's area that connects with each system's internal delivery program.

Systems also provide other programs. Some operate locally-funded shared circulation systems (Peninsula Library System, San Joaquin Valley Library System, and some members of North Bay and of Santiago systems). Some operate acquisitions or cataloging centers (Black Gold, North Bay). Systems also seek project funds from LSCA, NEH, etc., for other programs that improve services to the people in their areas. In other words, the regional systems provide a statewide environment for cooperative activity.

C. MULTITYPE NETWORKS

Section A, above, provides some background on the rise of multitype networks. Almost all the multitype networks that continue are co-terminous with cooperative public library systems. At least one of them, the Central Association of Libraries, predates LSCA involvement. These networks typically provide for interlibrary loan (frequently piggybacking on existing library delivery systems) and staff training (particularly in reference and automation), and occasionally have reference referral services. Most of them have little member cash contribution and very limited service levels.

Other networks are more modest or sporadic. There is an occasional Los Angeles area higher education consortium which may include UCLA, USC, CalTech, and/or Cal State L.A., depending on the year and the interests of the institutions concerned. In Siskiyou County, just below the Oregon border, the county public library, county schools and the community college share an online catalog initially developed with LSCA assistance.

Beyond those, there are few current examples to point to.

There is little available data on levels of activity for all multitype networks in California. The information in this paper reflects the limitations of current State Library files on names of participating libraries, number of loans or referrals made, etc.

D. UNIVERSITY OF CALIFORNIA LIBRARIES (U.C.)

The U.C. libraries maintain MELVYL, a statewide online union catalog with 1.6 million recent titles from all nine campuses, served by a statewide packet-switched telecommunications network. U.C. also maintains CALLS, the California Academic Libraries List of Serials (520,000 titles from U.C., C.S.U., Stanford and the University of Southern California). CALLS is available on MELVYL, and in an annual microfiche edition. U.C. operates two regional storage facilities (Northern California in use, Southern California about to begin construction) which contain older materials from all campuses and a few non-U.C. libraries.

U.C. libraries lend 20,000 items to each other annually, and provide a like number of photocopies; they send 35,000 loans and 83,000 photocopies to other libraries. They participate in all local multitype networks, and in addition belong to other local and regional networks such as CALINET (UCLA, USC, CalTech); PACFORNET (Pacific Coast Forest Research Information Network); San Francisco Consortium (fostering interinstitutional and community cooperation on urban problems); or the U.S. Dept. of Agriculture Documents Delivery Service.

Statewide library coordination is provided by the President's office.

E. CALIFORNIA STATE UNIVERSITY LIBRARIES (C.S.U.)

C.S.U. operates a regional intrasystem lending and borrowing service that links its 19 campuses with each other and with the U.C. Berkeley and U.C.L.A. libraries. Almost all C.S.U. libraries also participate in the local multitype networks. Statewide coordination is provided from the Chancellor's office.

F. PRIVATE ACADEMIC LIBRARIES

The 50 members of Cal-PALS, California Private Academic Libraries, are a Council of the Association of Independent California Colleges and Universities (AICCU). Cal-PALS focuses on sharing resources, services and information about its members, and on providing a collective voice in statewide cooperative efforts. Current projects include: assessing the appropriateness of a possible joint retrospective conversion project, and producing a directory of distinguished research collections among the members. Most belong to local multitype networks.

G. COMMUNITY COLLEGE LIBRARIES

The 70 community college districts operate 107 libraries. The libraries within each district are loosely coordinated by the district administration, but there is no regional or state-level coordination. Cooperation among the libraries is informal, through voluntary membership in various associations. Most community college libraries belong to local multitype networks.

H. LAW LIBRARIES

Law libraries' basic collections tend to be much alike, since the same core body of statutes, court reports, etc. is needed by all of them. Informal networks that include the major academic and county (public) law libraries, as well as law firm and government agency libraries, readily provide almost all additional materials needed for normal legal research. As a result, conventional interlibrary mechanisms are used infrequently. The Southern California and Northern California chapters of the American Association of Law

Libraries provide a foundation for such informal cooperation. Both publish union lists of serials, and sponsor training events.

Many law libraries actively participate in local multitype networks.

I. MEDICAL LIBRARIES

The federal Medical Library Assistance Act (MLAA) supports the work of the Pacific Southwest Regional Medical Library Service (PSMRLS), headquartered at U.C.L.A. Within the medical library community itself, the MLAA program has a sophisticated interlibrary loan component that uses a hierarchical structure to manage ILL requests. About 235 California, Arizona and Nevada medical libraries are included in their union lists of serials, and many use OnTyme electronic mail for ILL and administrative messages. As with other special libraries, there are extensive programs of continuing education, exchanges of duplicates, and directories.

The federally-funded California Area Health Education Center (AHEC) focuses on improving service to health professionals in rural areas. Besides helping to establish medical libraries and improve them, it has funded union list development and formation of cooperative groups of medical libraries throughout the state.

Medical libraries, as with special libraries in general, participate in regional multitype groups. PSMRLS encourages the medical libraries in its region to work with libraries of other types. It has trained public librarians in the use of key health resources and has been active in various state-level multitype planning activities.

J. SCHOOL LIBRARIES

Cooperation between school and academic libraries enables advanced placement students to use academic libraries. Local public libraries coordinate their school visitations with school library personnel when possible, but the initiative usually comes from the public library. Similarly, public libraries may ask school librarians to assist with outreach programs that involve school populations. School library personnel also arrange for school district contacts with museums for the loan of special materials to support the curriculum.

Many areas of the state have informal associations of school and media librarians. Many belong to the statewide association, the California Media and Library Educators Association (CMLEA), but there is no state-level coordination of public or private school library service.

Although many libraries in individual schools, school districts and county school offices nominally belong to regional networks, few have been active participants. One reason is personnel: many school libraries have no staff beyond the occasional parent volunteer; some have a single professional or part-time paraprofessional. The other is a lack of awareness and understanding of the potential of multitype networking.

K. SPECIAL LIBRARIES

Special libraries serve their parent government agencies, companies and firms, nonprofit corporations, residential institutions, hospitals, etc., or are highly specialized libraries within larger libraries. Many belong to one of the five California chapters of the national Special Libraries Association (S.L.A.).

Because special libraries typically have highly focused collections, and space and budgets within the parent organization are frequently very limited, they are greatly dependent on other libraries. As a result, special libraries normally are active participants in union lists of serials such as CULP, resource directories, and exchange of duplicates. The S.L.A. chapters often issue directories of individual members and their libraries. However, because many special librarians are from one- or two-person libraries, it is difficult for them to actively participate in meetings.

Their continuing education programs are typically offered to and attended by librarians from all types of libraries.

L. THE COOPERATIVE LIBRARY AGENCY FOR SYSTEMS AND SERVICE (CLASS)

CLASS represents the Research Libraries Information Network (RLIN) in the West. The RLIN database includes 14.5 million monograph records (almost 9 million titles), 1.6 million serials records, and records of 0.5 million recordings and 100,000 music scores. RLIN is used by 203 California libraries.

CLASS also maintains the California Union List of Periodicals (CULP), whose 753 contributors (largely public, community college and special libraries) provide 69,000 titles (400,000 holdings statements). In 1984/85, LSCA provided $350,000 toward maintenance of CULP and distribution of a microfiche edition. CULP is also available online nationally through BRS, but the few hundred dial-up users are largely non-Californians. A recent study recommends combining CULP and CALLS (maintained by the University of California), but no decision has yet been made.

Other services include brokering OnTyme electronic mail service, BRS, Dialog and Wilsonline; providing microcomputers and software at discount; and providing training events and publications.

CLASS produced a statewide microfiche finding list, CATALIST, that included 1.5% Spanish-language records and 6.5% other non-English records. In its final edition (1984), CATALIST IV includes 6,887,000 records from 107 public libraries and 18 other libraries. CATALIST is succeeded by the CLSA database now on OCLC (see Section S. below).

CLASS is organized as a Joint Exercise of Powers agency under California law. It is governed by a six-member board representing the library concerns of U.C., C.S.U., community colleges (through a community college district), the State Department of Education (through the State Library), and a county and a city (the last two through their respective public libraries). Representatives of privately-funded member libraries also participate in decision-making.

There are 566 members, including 103 academic libraries, 98 public libraries, 45 community college libraries, 313 special libraries and 7 state libraries. The fact that 459 members are California libraries is a reminder that it was originally formed to promote resource sharing among California libraries.

M. THE ONLINE COOPERATIVE LIBRARY CENTER, INC. (OCLC)

OCLC has a database of 12 million records (200 million holding statements). It is used by 246 California libraries, including 63 four-year academic libraries, 36 community colleges, 69 public libraries (directly or indirectly), 48 special libraries, plus law, medical, federal and graduate library school libraries, cooperative public library systems, and a school library. Most users are OCLC members, but some use it only for access to interlibrary loans, subject searches and other resource-sharing activities. The number of public libraries with such access is expected to increase substantially with the CLSA database program referred to in Section S. below.

OCLC activities in California have included a successful interlibrary loan network of academic and public libraries, and currently include an online union list of serials showing the specific holdings of the members of the Metropolitan Cooperative Library System, a public library system.

N. HISPANIC INFORMATION EXCHANGE (HISPANEX)

HISPANEX, formerly the California Spanish Language Database, has 60,000 records. They are primarily from California public libraries, but also include the UCLA Chicano Resource Center and the Sutro Library Mexican history materials. Some of the records are available on RLIN.

HISPANEX has been funded through LSCA, and is now in the process of seeking subscriber support to replace the federal subsidy.

O. ASIAN SHARED INFORMATION & ACQUISITIONS (ASIA)

ASIA is a unique cooperative acquisitions and cataloging program administered by the South State Cooperative Library System with a mix of LSCA and service fees. In ASIA's four years, 4,000 Chinese, Japanese, Korean and Vietnamese adult and children's titles (67,700 volumes) have been acquired, cataloged in their own languages, and entered in RLIN. There are 30 subscribers; 29 are public libraries, mostly in Southern California, plus one community college.

P. COORDINATED COLLECTION DEVELOPMENT

There are several current examples. About 3% (approximately $600,000) of the U.C. libraries' total annual book budget is reserved for the purchase of single copies of expensive materials to be shared by all nine campuses. In addition, Stanford and U.C. Berkeley coordinate their own big-ticket purchases.

The Southern California Association of Law Libraries has a committee of directors of its larger libraries, which considers significant or costly new titles to ensure that at least one copy is purchased and available in the region.

Several of the health sciences library consortia in the PSMRLS region are involved in cooperative collection development. The ten resource libraries in the region identified serial titles that were held by only one of them, and agreed to notify the others before dropping subscriptions to those unique titles.

Veterans Administration medical center libraries in Northern California and Nevada have a similar "holder of record journals system." Even though a given title may not be needed locally for the long term, the designated library binds and retains it for use by the consortium. These VA libraries also cooperatively select new titles which will then be available to the libraries as a group.

Cooperative public library systems also foster cooperative collection development. The North Bay Cooperative Library System is approaching the end of a cooperative collection development project. Among project objectives are:

1. to increase the number of unique titles in the NBC area;
2. to increase user-centered materials selection;
3. to build on existing subject strengths;
4. to provide alerts before discarding last copies.

Early indications show that project objectives are being met.

Another example is in the South Bay and the Peninsula Library Systems. Peninsula built on South Bay's cooperative art books purchase plan, in which members agreed to build to existing strengths; for example, in Eskimo art. There is some sense that this way of sharing the responsibility for high cost, high demand material is succeeding, but specific reporting is not yet in.

The final item in this section illustrates the environment in which coordinated collection development might take place. A recent study of nine Northern California research libraries found that one-third of all titles owned between them were held by only one of the nine libraries. As might be expected, the larger libraries owned larger proportions of the titles found in smaller libraries' collections, than the smaller libraries owned of each others' or the larger libraries' collections. Nevertheless, at least 23% of the titles owned by any one of the nine libraries surveyed was not owned by any other one of the nine. In other words, every library in the study had a substantial amount of material that might be of use to any other library. One conclusion that can be drawn is that with even slight coordination among the nine libraries, the number of unique titles available in the region could be significantly enhanced.

Q. THE ROLE OF THE CALIFORNIA STATE LIBRARY IN NETWORK DEVELOPMENT

Under California law, the State Library is generally responsible for assisting all state and local library authorities to assume their full responsibility for serving their users.

Until not too long ago the application of this responsibility was primarily to assist and encourage public libraries. Cooperative public library systems were added in the 1960s as mentioned earlier. Then with the enactment of Title III (Interlibrary Cooperation) of LSCA in 1966 came a greater awareness of the potential State Library role in bringing together libraries of all types.

The State Librarian's ability to carry out those responsibilities can be viewed in perspective by considering the resources available for that purpose. Those resources consist primarily of several staff consultants who provide encouragement and technical assistance; of sole authority for award of federal LSCA funds for public and institutional library services and for multitype services in California; and of responsibility for administering state CLSA funds for public library resource sharing.

The State Librarian has used the federal funds as described in various parts of this paper, and has in addition several times used LSCA to contract with outside consultants to study various aspects of library cooperation in the state. The State Library has also sponsored several conferences on networking and related issues.

Because he is responsible for administering the state-funded CLSA program, the State Librarian has the opportunity to encourage and assist cooperative public library systems develop services in coordination with other libraries in their regions.

The State Librarian's ex officio status also plays a major part. For example, at the request of several statewide organizations, the State Librarian recently organized the work that resulted in *Strategies for Service: California Libraries in the 1980s*, and he convened the successive meetings of the California Library Services Task Force. He is also asked to speak before groups representing a variety of concerns and types of library service.

R. THE ROLE OF FEDERAL LIBRARY SERVICES AND CONSTRUCTION ACT FUNDS IN NETWORK DEVELOPMENT

Previous sections have mentioned several of the uses of LSCA funds in California, and the responsibility of the State Librarian for deciding their use. Generally speaking, LSCA Titles I and III are the ones that are relevant to networking. Those Titles are intended to demonstrate projects of finite duration. Such demonstrations at some point will have to be picked up on the operational budgets of some stable funding source (normally local or state government). The federal funds so liberated can then be used to demonstrate other service programs. If the demonstrations are not picked up at that time, they do not continue.

Title III is specifically for promoting resource sharing and, as a corollary, may not be used for purchase of materials. Title III funds have been used to establish some of the multitype networks, and to support development of multitype data bases. About $1 million in Title III funds is currently available in California.

Title I is specifically to promote improved public and institutional library services. Typical awards might be for establishing a library in a county lacking countywide free library service or in a state mental hospital, or to demonstrate a bookmobile outreach program in a neighborhood with large populations not fluent in English. As mentioned earlier, some awards of Title I have enhanced networking by enabling public library systems to better serve their own users by facilitating access to the resources of other libraries in their regions. Title I is currently funding about $5 million per year in service projects throughout California.

For many years there have been two Title I projects that all cooperative systems depend on to supplement their own regional programs. Those are BARC, the Bay Area Reference Center, in the San Francisco Public Library, and SCAN, the Southern California Answering Network, in the Los Angeles Public Library. Those third-level reference referral projects answer questions referred to them from the cooperative systems when the systems' own reference centers find them too difficult. BARC and SCAN also publish newsletters and sponsor training events.

Although Titles I and III have been recently zero-budgeted by the President, the Congress continues to include funds for them in the Education budget bill. Since the President does not have line-item veto power, he has accepted continuance of LSCA funding rather than veto the entire budget. At the time of writing this paper (July 1985) it appears those Titles will be funded for the coming year, and will be available to support California projects during the period October 1986-September 1987.

S. CALIFORNIA LIBRARY SERVICES ACT (CLSA) PROGRAMS

CLSA has been extensively mentioned in Sections A and B above, especially as regards support for many activities of cooperative public library systems. This section will cover the other aspects of CLSA.

In addition to Equal Access within a cooperative system, the Act supports Universal Borrowing, which enables every Californian to borrow from any participating library statewide. Most public libraries participate in Universal Borrowing. Equal Access and Universal Borrowing combined facilitate 12 million such crossboundary borrows annually. CLSA also underwrites the cost of public libraries borrowing from or lending to any library of any type, except those in for-profit entities. There are currently 360,000 such interlibrary loans annually, including those among members of a cooperative system.

The intrasystem reference referral programs answer 35,000 questions per year. The system communications program sends 500,000 messages, and delivers 4 million items within the system area.

CLSA also supports creation and maintenance of a statewide database of over 700,000 recent titles (3.3 million holding statements) from 150 of the state's 169 public libraries. The database was formerly included in CATALIST (see L above), and is currently available online through OCLC.

As mentioned earlier, CLSA's statewide communications and delivery program has not been funded. A state-level reference referral program is also authorized; it too has not been funded.

Another purpose of CLSA is to help public libraries improve service to traditionally underserved people in their service areas.

Currently this CLSA program is funded at $3.5 million for the California Literacy Campaign, which assists local libraries in forming 48 community-based coalitions to tutor illiterate adults in English print and speech literacy.

CLSA is administered at the state level by the State Librarian, at the policy direction of the 13-member California Library Services Board (CLSB). The CLSB is comprised of representatives of different types of libraries and of users; its members are appointed by the Governor and the Legislature. The CLSB also advises the State Librarian on the use of federal LSCA funds.

(Source: Proceedings--California Conference on Networking 1985)

COOPERATIVE LIBRARY SYSTEM ADVISORY BOARD (SAB) ACTIVITIES IN GENERAL

(Source: California Association of Library Trustees and Commissioners
1985 Survey and Other Sources)

The following information has been provided by system advisory boards throughout the state to indicate types of activities they have carried out since they were established by the California Library Services Act of 1977. (See also Chapter X--Special Challenges section Deepening System Advisory Board Role And SAB-Local Library Board Interaction.)

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The activities of system advisory boards can be grouped under five main headings. These follow, with some examples of successful practices and ways of work noted under each.

I. ORGANIZING

A. Prepare and revise bylaws as needed;

B. Elect officers;

C. Encourage and help recruit representatives from each member library;

D. Determine meeting times and places;

E. Establish working relations with the administrative council.

Examples of Ways of Work:

1. Used appointed alternates as participating members, retaining the policy of one vote per library.

2. Held meetings on a rotating basis at member libraries, with conducted tours.

3. Established a policy for SAB members to serve as liaison/observers to the administrative council and its committees, and to submit written as well as oral reports of all meetings attended.

4. SAB members served on advisory committees, on the council ad hoc and the standing committees, such as public relations/community awareness and a committee on fines and fees.

II. BECOMING INFORMED

A. Read and study available materials;

B. Assist the system director in conducting orientation for new members;

C. Receive in-service training by staff covering functions and programs of the system;

D. Attend administrative council and committee meetings, workshops, conferences, and other meetings to become better informed.

Examples of Ways of Work:

1. Staff presentations at board meetings, and/or background material provided with agenda to give needed information for consideration of agenda items.

2. Recommended materials for a packet to be provided for each board member.

III. INTERPRETING AND PUBLICIZING THE SYSTEM SERVICES AND NEEDS

A. Report regularly to the board of trustees, commissioners or supervisors interpreting the system, its services and needs;

B. Use one's own community contacts to interpret and increase understanding of cooperative library services;

C. Work cooperatively with the administrative council or its public relations committee determining projects that the SAB is best able to handle.

Examples of Ways of Work:

1. Sponsored an open house for library boards to orient them to the system.

2. Recommended content for and/or developed system brochure.

3. Participated in system booth at the county fair.

4. Assisted in the design of a public relations program including posters, door/window decals, book marks, and video production.

IV. CARRYING AND ASSISTING WITH SPECIAL PROJECTS AND ACTIVITIES

A. Determine with the administrative council what projects are needed and what could best be carried by the SAB;

B. Plan and conduct or assist with surveys and studies;

C. Develop or assist with development of materials and programs designed to reach non-users throughout the system;

D. Lobby for cooperative library systems and services.

Examples of Ways of Work:

1. Assisted in design of user and cost studies for reference and interlibrary loan.

2. Surveyed libraries re loan periods, fines, reserve policies.

3. Assisted in development of patron evaluation forms for interlibrary loans and reference services.

4. Initiated efforts to design a system-wide library card.

5. Worked on surveying libraries re services and facilities available to the handicapped, cataloged and published for each library.

6. Developed a demonstration program of library service to the developmentally disabled.

7. Began study of feasibility of a private fund raising program to support system special projects; held a workshop on fund raising techniques.

8. Conducted study of grant sources for handling microfilming of records and newspapers.

9. Shared in preparation of CLSA grant request.

10. Supported funding for CLSA; conducted a letter-writing campaign.

11. Surveyed recognition practices of library volunteers.

12. Presented certificates of appreciation to system volunteers.

V. ADVISING, MAKING RECOMMENDATIONS TO THE ADMINISTRATIVE COUNCIL

A. Evaluate the system services;

B. Participate in preparing the system "Plan of Service";

C. Report regularly to the administrative council the concerns of SAB members and suggestions for their consideration;

D. If policy permits, become participating members of appropriate administrative council standing and ad hoc committees, bringing the lay point of view to ongoing work;

E. Advise on all policy issues and other matters referred by administrative council.

Examples of Ways of Work:

1. Devoted one full SAB meeting to involving members' input and participation in preparing the system "Plan of Service".
2. SAB representative participated in system planning retreat.
3. Clarified member concerns re types of identification required to issue system patron a book and other procedures, and suggested improvements to the administrative council.
4. Completed SAB annual report prepared by SAB members who conferred with staff; observed how the services functioned and presented suggestions for the future.
5. Suggested several new system services and participated in planning for one, the consumer health information network.
6. SAB members were on advisory committee which studied the needs for an automated circulation system.
7. SAB members have served on the public relations/community awareness committee, voice committee, vote committee, ad hoc committee on fines and fees.

(Note: The California Library Services Board presents an award each year recognizing the outstanding achievements of a system advisory board. System advisory boards from throughout the state hold a joint annual meeting during the California Library Association annual conference.)

GLOSSARY OF COMMONLY USED LIBRARY TERMS

Library trustees may sometimes feel that the library world speaks a language of its own when such terms as "access" or "online" or "weeding" appear in discussions or reports. All such terms convey a precise meaning in the professional library world. Some are a kind of library "shorthand." Understanding their exact meaning as quickly as possible will materially assist a library trustee in communicating and decision-making. The following glossary for library trustees' quick reference contains such terms commonly used.

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ACADEMIC LIBRARY: A library established and maintained by a college or university to meet the needs of its students and faculty, plus others by agreement.

ACCESS: Availability of library services to residents of the area served. Also used to mean the ability to reach sources of information through a library and its cooperative network linkage to other sources.

ACCREDITED LIBRARY SCHOOL: A college or university offering a library education program meeting American Library Association standards and officially accredited by an ALA committee.

ACQUISITION: The process of acquiring the library materials which make up the library's collection.

AUDIO-VISUAL: Communication resources which rely on a device for transmission, reproduction, or enlargement to be effectively utilized or understood (films, records, videocassettes, etc.) Print and print substitutes are not considered audio-visuals.

BATCH: See Online.

BOOKS AND MATERIALS SELECTION: The process of deciding what to acquire for the library of all type materials--books, periodicals, records, films, videocassettes, etc. Generally the library has an established policy on book and materials selection.

BRS: (Bibliographic Retrieval Service) An online service offering access to a number of automated data bases.

CALL NUMBERS: The classification numbers marked on every item of library materials in order to identify that item, to list it in the card catalog and/or computer, to shelve it in its proper order, and to locate it for a user. The Library of Congress System and the Dewey Decimal System are two classifications used.

CATALOGING: The process of describing an item in the library's collection and assigning a classification (call) number so it may be listed in the card catalog and/or computer and located in its proper order on the shelf.

CIRCULATION: The library activity of lending materials to borrowers and the library recording of such loans. Term is also used to mean library department or "station" within the library which checks materials out to users and receives returned materials. *Circulation* also is used to mean statistics showing extent of use of the library through the count of materials checked out.

CLASSIFICATION: (See Call Numbers.)

COLLECTION: The library's total accumulation of materials, the books, films, records, videocassettes, etc. which make up what the library has on hand for its users.

COUNTY LAW LIBRARY: The publicly-funded law library in each California county open to the bench, the bar, and general public.

DATA BASE: As commonly used in a library resource-sharing context, a group or groups ("files") of automated records or other information stored in a computer or in a form that computers can use.

DEWEY DECIMAL SYSTEM: System of classifying library materials developed by Melvil Dewey based on the use of decimals.

DIALOG: Similar to BRS.

EQUAL ACCESS: Making services of all public libraries in a region available to all their residents. Frequently thought of as over-the-counter borrowing within a region.

HARDWARE: The physically existing components of a computer system--the circuits, transformers, wires, chips, boards, etc. in a computer.

HOLDING STATEMENT: An indicator that a particular library owns a particular title. In shared data bases, frequently a record will have appended to it symbols of all the libraries owning the title represented by the record; the cumulated number of all such symbols for all the records gives the number of holding statements in the data base.

INTERLIBRARY LOAN: (ILL) The lending of a book, etc. by one library to another in response to a user's request.

JURISDICTION: A county, city and county, city, or any district which is authorized by law to provide public library services and which operates a public library.

LIBRARY OF CONGRESS: The federally-funded library in Washington, D.C. which serves the U.S. Congress and other libraries in increasing forms of service. The Library of Congress does cataloging while books are in the publication process in order that catalog cards can be available as soon as the book is purchased by a library. The Library of Congress Classification System is one of two classification systems used, many libraries now using it instead of the Dewey Decimal System.

LIBRARY SYSTEM: A public library system which consists of two or more jurisdictions entering into a written agreement to implement a regional program.

MEDIA: In the library world used to mean printed and audio-visual forms of communication as well as any equipment necessary to make them usable.

MULTITYPE: An organization comprised of libraries of different types (e.g., including academic libraries, special libraries and public libraries).

NETWORK: Two or more library systems engaged in a common pattern of information exchange through communications for some functional purpose. Frequently used to refer to a multitype organization of libraries. Also used to refer to the organization comprised of users of a shared online data base.

NON-RESIDENT: A person not residing within, or paying taxes to, the government jurisdiction which provides public library services and which operates a public library.

ONLINE: Use of computerized (automated) services in which the user's commands are instantly responded to by the computer; as distinguished from BATCH in which the commands from many users are saved, all run through the computer at some convenient time and the results transmitted to the original requestor within a few hours or days.

OnTyme: An electronic mail service.

OUTPUT MEASURES: Methods used to measure a library's performance as determined by use of the library's services and resources.

PERIODICAL: A publication with a distinctive title intended to appear in successive numbers or parts as stated, or at regular intervals; as a rule, for an indefinite time.

PROCESSING: A catch-all term generally indicating the preparation of books and other materials so they can be placed in circulation. Processing may include cataloging, preparation of cards, and making protective covers. Some materials are ordered pre-processed and ready to be shelved.

PUBLIC LIBRARY: A library or a group of libraries which is operated by a single public jurisdiction and which serves its residents free of charge.

RECORD: The collection of data that describes an item (analogous to a catalog card for a book or magazine) owned by a library, and frequently kept in an automated data base. If in a data base used by many libraries, a single record frequently shows all the different libraries that own the book or other item represented by the record. Because of the different ways shared data bases are organized, sometimes *record* may mean a separate title, or it may be the much larger number of total number of libraries owning that title. *Record* also is used to indicate a phonograph record.

RECIPROCAL BORROWING: An arrangement making it possible for a person registered at one library to borrow materials in person from any other library in the system upon presentation of a library card or other identification validated by the home library.

SCHOOL LIBRARY: An organized collection of printed and audio-visual materials which 1) is administered as a unit; 2) is located in a designated place; and 3) makes printed, audio-visual, and other materials as well as necessary equipment and services of a staff accessible to elementary and secondary school students and teachers.

SERIAL: A publication issued in successive parts at regular or irregular intervals and intended to continue indefinitely. Includes periodicals.

SHELF LIST: A kind of catalog or inventory of materials as they are arranged on the library shelf. A Shelf List may include the holdings of a branch library.

SHELF READING: A physical check of the shelves to make certain all books are in their correct location, and reshelving books in their proper places.

SOFTWARE: Computer equipment and supplies such as programs, diskettes, language cards, storage containers, printer paper, etc.

SPECIAL LIBRARY: A library maintained by an association, government service, research institution, learned society, professional association, museum, business firm, industrial enterprise, chamber of commerce, or other organized group, the greater part of whose collection is in a specific field or subject (e.g., natural sciences, economics, engineering, law, history).

STATION: A public library facility in a store, school, factory, club or other organization or institution, open at certain designated times and with a small, frequently changed collection.

SYSTEM: In the context of California, frequently a Cooperative Public Library System. Also may be used to refer to a group of jointly-administered libraries, (e.g., the Los Angeles County Library System, comprising its many branches), or a particular automated program (e.g., an automated book check-out and inventory control system).

TBR: (Transaction-based reimbursement) The group of California Library Services Act programs that subsidize Equal Access, Universal Borrowing, and Interlibrary Loan involving public libraries. So called because each borrow or loan ("transaction") is reimbursed according to a formula.

TELEX: Teleprinter Exchange, automatic teletypewriter exchange service.

TITLE: An individual book, serial, etc. Also the record of the title. Also a part of a statute (e.g., Title I of Library Services and Construction Act).

TYMNET: A communications system for data communications; bibliographic and other computer utilities may be accessed from a terminal through TYMNET.

UNION CATALOG: A listing of items of a number of libraries which combine their lists in order to locate materials quickly, usually periodicals but often films and books. The "lists" may be exactly that, or they may be in a computer or on catalog cards.

UNIVERSAL BORROWING: State program to enable all Californians to borrow over-the-counter from any public library.

VERTICAL FILE: The upright file of pamphlets, brochures, pictures, clippings and other items most easily organized for filing in drawers for ready reference.

WEEDING: Selection of library materials from the collection to be discarded or transferred to storage.

INITIALISMS AND ACRONYMS IN COMMON LIBRARY USAGE

Numerous acronyms and initialisms are commonly used by library professionals and individuals active in the library world. The following list of the acronyms and initialisms most often used in the California library community at this time is provided for quick reference use.

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AAC - Authority Advisory Committee, CLASS

AACR2 - Anglo-American Cataloging Rules, Second Edition

AALL - American Association of Law Libraries

AASL - American Association of School Libraries

ABA - American Booksellers Association

ACRL - Association of College and Research Libraries

AICCU - Association of Independent California Colleges and Universities

ALA - American Library Association

ALTA - American Library Trustee Association, a division of the American Library Association

ASCLA - Association of Specialized and Cooperative Library Agencies, a division of the American Library Association

ASIA - Asian Information and Acquisitions, a cooperative acquisitions and cataloging program administered by the South State Cooperative Library System

ASIS - American Society for Information Science, Washington, D.C.

ATSS - Automatic Telecommunications Switching System (California)

AV - Audio-visual, including non-book materials except microfilm and microfiche

AWLNET - Area Wide Library Network, associated with the San Joaquin Valley Library System

BALIN - Bay Area Library Information Network, affiliated with BALIS

BALIS - Bay Area Library and Information Service

BALLOTS - Formerly Bibliographic Automation of Large Library Operations using a Time-sharing System, Stanford University; now RLIN

BARC - Bay Area Reference Center, in the San Francisco Public Library

BCP - Budget Change Proposal, (State of California)

BIA - Braille Institute of America, Southern California Regional Library

BLIC - Black Gold Information Center, Black Gold Cooperative Library System

BRS - Bibliographic Retrieval Service

BTBL - Braille and Talking Book Library, California State Library

CAL - Central Association of Libraries, a network associated with the 49-99 Cooperative Library System

CALINET - Network comprised of UCLA, USC, CalTech

CALLS - California Academic Libraries List of Serials

CAL-PALS - California Private Academic Libraries

CALTAC - California Association of Library Trustees and Commissioners, a chapter of the California Library Association

CALTAC-WILL - California Association of Library Trustees and Commissioners Workshops In Library Leadership

CALTACTICS - Quarterly newsletter published for members by California Association of Library Trustees and Commissioners

CATALIST - California Title and Author List

CARL - California Academic and Research Librarians Association

CCCLC - California Community College Libraries Cooperative

CCPLS - Congress of California Public Library Systems

CDB - California Data Base, managed by CLASS

CIL - California Institute of Libraries, a constituent organization of the California Library Association

CIP - Cataloging in Publication, (also Computerized Information Project, San Mateo County)

CLA - California Library Association, (also Canadian Library Association, Catholic Library Association)

CLASS - Cooperative Library Agency for Systems and Services, a California public agency

CLEA - California Library Employees Association, a division of the California Library Association

CLENE - Continuing Library Education Network and Exchange

CLEP - College-Level Entrance Examination Project

CLSA - California Library Services Act, (SB 792) 1977

CLSB - California Library Services Board

CLSI - Commercial automated circulation system of CL Systems, Inc.

CMLEA - California Media and Library Educators Association

COD - Career Opportunity Development, a state training program

COLRS - CLASS On-Line Reference Services, a program of CLASS

COM - Computer Output Microform

CONSER - Cooperative Conversion of Serials, an international bibliographic program

COSLA - Chief Officers of the State Library Agencies

CRT - Cathode ray tube, a computer data display

CSAC - County Supervisors Association of California

CSL - California State Library, (also California Society of Librarians, a division of the California Library Association)

C.S.U. - California State University (formerly California State University and Colleges, C.S.U.C.)

CUC - California Union Catalog, California State Library (1909-1979, microfiche)

CULP - California Union List of Periodicals

DPA - Department of Personnel Administration (State of California)

ED - U.S. Department of Education

EDD - Employment Development Department, (State of California)

EDP - Electronic Data Processing

EEOC - Equal Employment Opportunity Commission

ERIC - Educational Resources Information Center, Syracuse, NY

ESEA - Elementary and Secondary Education Act, a federal program

49-99 - 49-99 Cooperative Library System

FCL - Friends of California Libraries

FTE - Full Time Equivalent, a personnel measure

FTRF - Freedom to Read Foundation

FY - Fiscal Year

GPS - Government Publications Section, California State Library

GRC - Government Relations Committee, California Library Association

HEA - Higher Education Act, a federal program

HISPANEX - Hispanic Information Exchange, formerly the California Spanish Language Database

I & R - Information and Referral

IFC - Intellectual Freedom Committee, American Library Association

ILL - Interlibrary loan

ILR - Interlibrary reference

INLAND - Inland Library System

ISBN - International Standard Book Number, international copyright number used by the Library of Congress. For example: 0-394-54154-5--1st digit is group identification (language); 2nd digit--publisher; 3rd digit--title; 4th digit--check digit

JOLA - Journal of Library Automation

LAANC - Library Administrators Association of Northern California

LAMA - Library Administration and Management Association, a division of American Library Association

LC - Library of Congress, Washington, D.C.

LDA - Library Distribution Act, a state program

LDS - Library Development Services Bureau, California State Library

LIBGIS - Library General Information Survey, a federal program

LITA - Library and Information Technology Association

L/MTA	- Library/Media Technical Assistant
LOCNET	- Libraries of Orange County Network
LSCA	- Library Services and Construction Act, a federal program
LTA	- Library technical assistant
MARC	- Machine Readable Cataloging, Library of Congress
MCLS	- Metropolitan Cooperative Library System
MECCA	- Media Educators Conference of California
MELVYL	- A statewide online union catalog maintained by U.C. libraries with 1.6 million recent titles from all nine campuses, served by a statewide packet-switched telecommunications network
METRO	- San Diego Greater Metropolitan Area Library and Information Agency Council
MLAA	- Medical Library Assistance Act, a federal program
M.L.S.	- Master of Library Science, graduate degree from a library school or department
MOBAC	- Monterey Bay Area Cooperative Library System
MURL	- Major Urban Resource Library, a federal program within LSCA
MVLS	- Mountain Valley Library System
NBC	- North Bay Cooperative Library System
NCES	- National Center for Education Statistics, Washington, D.C.

NCLIS	-	National Commission on Libraries and Information Science, Washington, D.C.
NEH	-	National Endowment for the Humanities, a federal grant program
NLA	-	National Librarians Association
NLA	-	National Library Act, (S. 1124), proposed 1979
NLW	-	National Library Week
NORTH STATE	-	North State Cooperative Library System
NTIS	-	National Technical Information Service, U.S. Department of Commerce
OCLC	-	Online Cooperative Library Center, Inc., bibliographic utility based in Columbus, OH, formerly Ohio College Library Center
ORBIT	-	Online Retrieval of Bibliographi Information: Time Shared
OSHA	-	Occupational Safety and Health Act, a federal program; (in California, CalOSHA)
PACFORNET	-	Pacific Coast Forest Research Information Network
PALS	-	Public Access to Library Services, a Napa library program
PLA	-	Public Library Association, a division of the American Library Association, (also Peninsula Library Association)
PLAOC	-	Public Library Administrators of Orange County
PLEASC	-	Public Library Executives Association of Southern California

PLECC - Public Library Executives of Central California

PLF - Public Library Fund, a state support program for libraries

PLS - Peninsula Library System

PLSA - Public Library Services Act, State of California (superseded by CLSA)

PSMRLC - Pacific Southwest Regional Medical Library Service

RASD - Reference and Adult Services Division

REFORMA - National Association of Spanish Speaking Librarians in the U.S.

RFP - Request for Proposal (State of California)

RIF - Reading Is Fundamental organization

RLG - Research Libraries Group

RLIN - Research Libraries Information Network

ROM - Remotely operated microfilm

SAB - System Advisory Board for Cooperative Library System

SALO - Sacramento Area Library Organization

SAM - State Administrative Manual, (State of California)

SAME - Sacramento Area Media Educators

SANTIAGO - Santiago Library System

SCALL - Southern California Association of Law Libraries

SCAN - Southern California Answering Network, Los Angeles Public Library

SERRA - Serra Cooperative Library System

SIRCULS - San Bernardino-Inyo-Riverside Counties United Library Service

SJVLS - San Joaquin Valley Library System

SLA - Special Libraries Association

SMSA - Standard Metropolitan Statistical Area

SOUTH BAY - South Bay Cooperative Library System

SOUTHNET - South Bay Cooperative Library Network

SOUTH STATE - South State Cooperative Library System

SPB - State Personnel Board

TBR - Transaction-based reimbursement, (State of California CLSA programs)

TDD - Telecommunication device for the deaf

TELEX - Teleprinter exchange; automatic teletypewriter exchange service

TTY - Teletypewriter

TWX - Teletypewriter exchange service

U.C. - University of California libraries

VDT - Video display computer terminal

WATS - Wide Area Telecommunications System

WHCLIST - White House Conference On Libraries and Information Services Taskforce

YA - Young Adult.

LIBRARY BILL OF RIGHTS (ALA)

The American Library Association affirms that all libraries are forums for information and ideas, and that the following basic policies should guide their services.

1. Books and other library resources should be provided for the interest, information, and enlightenment of all people of the community the library serves. Materials should not be excluded because of the origin, background, or views of those contributing to their creation.

2. Libraries should provide materials and information presenting all points of view on current and historical issues. Materials should not be proscribed or removed because of partisan or doctrinal disapproval.

3. Libraries should challenge censorship in the fulfillment of their responsibility to provide information and enlightenment.

4. Libraries should cooperate with all persons and groups concerned with residing abridgment of free expression and free access to ideas.

5. A person's right to use a library should not be denied or abridged because of origin, age, background, or views.

6. Libraries which make exhibit spaces and meeting rooms available to the public they serve should make such facilities available on an equitable basis, regardless of the beliefs or affiliations of individuals or groups requesting their use.

Adopted June 18, 1948.
Amended February 2, 1961, June 27, 1967, and January 23, 1980,
by the ALA Council

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FREEDOM TO READ STATEMENT (ALA)

The freedom to read is essential to our democracy. It is continuously under attack. Private groups and public authorities in various parts of the country are working to remove books from sale, to censor textbooks, to label "controversial" books, to distribute lists of "objectionable" books or authors, and to purge libraries. These actions apparently rise from a view that our national tradition of free expression is no longer valid; that censorship and suppression are needed to avoid the subversion of politics and the corruption of morals. We, as citizens devoted to the use of books and as librarians and publishers responsible for disseminating them, wish to assert the public interest in the preservation of the freedom to read.

We are deeply concerned about these attempts at suppression. Most such attempts rest on a denial of the fundamental premise of democracy: that the ordinary citizen, by exercising his critical judgment, will accept the good and reject the bad. The censors, public and private, assume that they should determine what is good and what is bad for their fellow citizens.

We trust Americans to recognize propaganda, and to reject it. We do not believe they need the help of censors to assist them in this task. We do not believe they are prepared to sacrifice their heritage of a free press in order to be "protected" against what others think may be bad for them. We believe they still favor free enterprise in ideas and expression.

We are aware, of course, that books are not alone in being subjected to efforts at suppression. We are aware that these efforts are related to a larger pattern of pressures being brought against education, the press, films, radio, and television. The problem is not only one of actual censorship. The shadow of fear cast by these pressures leads, we suspect, to an even larger voluntary curtailment of expression by those who seek to avoid controversy.

Such pressure toward conformity is perhaps natural to a time of uneasy change and pervading fear. Especially when so many of our apprehensions are directed against an ideology, the expression of a dissident idea becomes a thing feared in itself, and we tend to move against it as against a hostile deed, with suppression.

And yet suppression is never more dangerous than in such time of social tension. Freedom has given the United States the elasticity to endure strain. Freedom keeps open the path of novel and creative solutions, and enables change to come by choice. Every silencing of a heresy, every enforcement of an orthodoxy, diminishes the toughness and resilience of our society and leaves it the less able to deal with stress.

Now as always in our history, books are among our greatest instruments of freedom. They are almost the only means for making generally available ideas or manners of expression that can initially command only a small audience. They are the natural medium for the new idea and the untried voice from which come the original contributions of social growth. They are essential to the extended discussion which serious thought requires, and to the accumulation of knowledge and ideas into organized collections.

We believe that free communication is essential to the preservation of a free society and a creative culture. We believe that these pressures towards conformity present the danger of limiting the range and variety of inquiry and expression on which our democracy and our culture depend. We believe that every American community must jealously guard the freedom to publish and to circulate, in order to preserve its own freedom to read. We believe that publishers and librarians have a profound responsibility to give validity to that freedom to read by making it possible for the readers to choose freely from a variety of offerings.

The freedom to read is guaranteed by the Constitution. Those with faith in free men will stand firm on these constitutional guarantees of essential rights and will exercise the responsibilities that accompany these rights. We therefore affirm these propositions:

1. It is in the public interest for publishers and librarians to make available the widest diversity of views and expressions, including those which are unorthodox or unpopular with the majority.

   Creative thought is by definition new, and what is new is different. The bearer of every new thought is a rebel until his idea is refined and tested. Totalitarian systems attempt to maintain themselves in power by the ruthless suppression of any concept which challenges the established orthodoxy. The power of a democratic system to adapt to change is vastly strenghtened by the freedom of its citizens to choose widely from among conflicting opinions offered freely to them. To stifle every nonconformist idea at birth would mark the end of the democratic process. Furthermore, only through the constant activity of weighing and selecting can the democratic mind attain the strength demanded by times like these. We need to know not only what we believe but why we believe it.

2. Publishers, librarians, and booksellers do not need to endorse every idea or presentation contained in the books they make available. It would conflict with the public interest for them to establish their own political, moral, or aesthetic views as a standard for determining what books should be published or circulated.

   Publishers and librarians serve the educational process by helping to make available knowledge and ideas required for the growth of the mind and the increase of learning. They do not foster education by imposing as mentors the patterns of their own thought. The people should have the freedom to read and consider a broader range of ideas than those that may be held by any single librarian or publisher or government or church. It is wrong that what one man can read should be confined to what another thinks proper.

3. It is contrary to the public interest for publishers or librarians to determine the acceptability of a book on the basis of the personal history or political affiliations of the author.

   A book should be judged as a book. No art or literature can flourish if it is to be measured by the political views or private lives of its creators. No society of free men can flourish which draws up lists of writers to whom it will not listen, whatever they may have to say.

4. There is no place in our society for efforts to coerce the taste of others, to confine adults to the reading matter deemed suitable for adolescents, or to inhibit the efforts of writers to achieve artistic expression.

To some, much of modern literature is shocking. But is not much of life itself shocking? We cut off literature at the source if we prevent writers from dealing with the stuff of life. Parents and teachers have a responsibility to prepare the young to meet the diversity of experiences in life to which they will be exposed, as they have a responsibility to help them learn to think critically for themselves. These are affirmative responsibilities, not to be discharged simply by preventing them from reading works for which they are not yet prepared. In these matters taste differs, and taste cannot be legislated; nor can machinery be devised which will suit the demands of one group without limiting the freedom of others.

5. It is not in the public interest to force a reader to accept with any book the prejudgment of a label characterizing the book or author as subversive or dangerous.

   The ideal of labeling presupposes the existence of individuals or groups with wisdom to determine by authority which is good or bad for the citizen. It presupposes that each individual must be directed in making up his mind about the ideas he examines. But Americans do not need others to do their thinking for them.

6. It is the responsibility of publishers and librarians, as guardians of the people's freedom to read, to contest encroachments upon that freedom by individuals or groups seeking to impose their own standards or tastes upon the community at large.

   It is inevitable in the give and take of the democratic process that the political, the moral, or the aesthetic concepts of an individual or group will occasionally collide with those of another individual or group. In a free society each individual is free to determine for himself what he wishes to read, and each group is free to determine what it will recommend to its freely associated members. But no group has the right to take the law into its own hands, and to impose its own concept of politics or morality upon other members of a democratic society. Freedom is no freedom if it is accorded only to the accepted and the inoffensive.

7. It is the responsibility of publishers and librarians to give full meaning to the freedom to read by providing books that enrich the quality and diversity of thought and expression. By the exercise of this affirmative responsibility, bookmen can demonstrate that the answer to a bad book is a good one, the answer to a bad idea is a good one.

    The freedom to read is of little consequence when expended on the trivial; it is frustrated when the reader cannot obtain matter fit for his purpose. What is needed is not only the absence of restraint, but the positive provision of opportunity for the people to read the best that has been thought and said. Books are the major channel by which the intellectual inheritance is handed down, and the principal means of its testing and growth. The defense of their freedom and integrity, and the enlargement of their service to society, requires of all bookmen the utmost of their faculties, and deserves of all citizens the fullest of their support.

We state these propositions neither lightly nor as easy generalizations. We here stake out a lofty claim for the value of books. We do so because we believe that they are good, possessed of enormous variety and usefulness, worthy of cherishing and keeping free. We realize that the application of these propositions may mean the dissemination of ideas and manners of expression that are repugnant to many persons. We do not state these propositions in the comfortable belief that what people read is unimportant. We believe rather that what people read is deeply important; that ideas can be dangerous; but that the suppression of ideas is fatal to a democratic society. Freedom itself is a dangerous way of life, but it is ours.

Adopted 1953. Revised 1972, by the ALA Council

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AMERICAN LIBRARY ASSOCIATION RESOLUTION ON GOVERNMENTAL INTIMIDATION

WHEREAS, The principle of intellectual freedom protects the rights of free expression of ideas, even those which are in opposition to the policies and actions of Government itself; and

WHEREAS, The support of that principle is guaranteed by the First Amendment, thus insuring Constitutional protection of individual or collective dissent; and

WHEREAS, Government, at whatever level, national, state, or local, must remain ever vigilant to the protection of that principle; and

WHEREAS, Government, although properly empowered to promulgate, administer, or adjudicate law, has no right to use illicitly its legally constituted powers to coerce, intimidate, or harrass the individual or the citizenry from enunciating dissent; and

WHEREAS, The illegitimate uses of legitimate governmental powers have become increasingly a matter of public record, among them being the misuse of the Grand Jury and other investigative procedures, the threat to deny licenses to telecommunications media, the indictment of citizens on charges not relevant to their presumed offenses, and the repressive classification, and hence denial, of documentary material to the very public taxed for its accumulation; and

WHEREAS, These illicit uses not only constitute an abrogation of the right to exercise the principle of freedom of expression, but also, and perhaps more dangerously, prefigure a society no longer hospitable to dissent;

NOW THEREFORE BE IT RESOLVED, That the American Library Association, cognizant that on the scales of justice the strength of individual liberty may outweigh the force of power, expresses its unswerving opposition to any use of governmental prerogative which leads to the intimidation of the individual or the citizenry from the exercise of the constitutionally protected right of free expression, and

BE IT FURTHER RESOLVED, That the American Library Association encourage its members to resist such improper uses of governmental power, and

FURTHER, That the American Library Association supports those against whom such governmental power has been employed.

Adopted February 2, 1973 by the ALA Council

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AMERICAN LIBRARY ASSOCIATION RESOLUTION ON CHALLENGED MATERIALS

(An Interpretation of the Library Bill of Rights)

WHEREAS, The Library Bill of Rights states that no library materials should be proscribed or removed because of partisan or doctorinal disapproval, and

WHEREAS, Constitutionally protected expression is often separated from unprotected expression only by a dim and uncertain line, and

WHEREAS, Any attempt, be it legal or extra-legal, to regulate or suppress material must be closely scrutinized to the end that protected expression is not abridged in the process, and

WHEREAS, The Constitution requires a procedure designed to focus searchingly on the question before speech can be suppressed, and

WHEREAS, The dissemination of a particular work which is alleged to be unprotected should be completely undisturbed until an independent determination has been made by a judicial officer, including an adversary hearing,

THEREFORE, THE PREMISES CONSIDERED, BE IT RESOLVED, That the American Library Association declares as a matter of firm principle that no challenged library material should be removed from any library under any legal or extra-legal pressure, save after an independent determination by a judicial officer in a court of competent jurisdiction and only after an adversary hearing, in accordance with well-established principles of law.

Adopted June 25, 1971, by the ALA Council.

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AMERICAN LIBRARY ASSOCIATION STATEMENT ON LABELING

(An Interpretation of the Library Bill of Rights)

Because labeling violates the spirit of the Library Bill of Rights, the American Library Association opposes the technique of labeling as a means of predisposing readers against library materials for the following reasons:

1. Labeling is an attempt to prejudice the reader, and as such it is a censor's tool.

2. Although some find it easy and even proper, according to their ethics, to establish criteria for judging publications as objectionable, injustice and ignorance rather than justice and enlightenment result from such practices, and the American Library Association must oppose the establishment of such criteria.

3. Libraries do not advocate the ideas found in their collections. The presence of a magazine or book in a library does not indicate an endorsement of its contents by the library.

4. No one person should take the responsibility of labeling publications. No sizable group of persons would be likely to agree either on the types of material which should be labeled or the sources of information which should be regarded with suspicion. As a practical consideration, a librarian who labels a book or magazine might be sued for libel.

5. If materials are labeled to pacify one group, there is no excuse for refusing to label any item in the library's collection. Because authoritarians tend to suppress ideas and attempt to coerce individuals to conform to a specific ideology, the American Library Association opposes such efforts which aim at closing any path to knowledge.

"Labeling," as it is referred to in the Statement on Labeling, is the practice of describing or designating certain library materials, by affixing a prejudicial label to them or segregating them by a prejudicial system, so as to predispose readers against the materials.

Adopted July 13, 1951; amended June 25, 1971, by the ALA Council.

AMERICAN LIBRARY ASSOCIATION RECOMMENDATIONS: HOW LIBRARIES CAN RESIST CENSORSHIP

Libraries of all sizes and types continue to be targets of pressure from groups and individuals who wish to use the library as an instrument of their own tastes and views. The problem differs somewhat between the public library, with a responsibility to present as wide a spectrum of materials as its budget can afford, and the school or academic library, whose collection is designed to support the educational objectives of the institution. Both, however, involve the freedom of the library to meet its professional responsibilities to the whole community.

To combat censorship efforts from groups and individuals, every library should take certain measures to clarify policies and establish community relations. While these steps should be taken regardless of any attack or prospect of attack, they will provide a firm and clearly defined position if selection policies are challenged. As normal operating procedure, each library should:

1. Maintain a definite materials selection policy. It should be in written form and approved by the board of trustees, the school board or other administrative authority. It should apply to all library materials equally.

2. Maintain a clearly defined method for handling complaints. Basic requirements should be that the complaint be filed in writing and the complainant be properly identified before his request is considered. Action should be deferred until full consideration by appropriate administrative authority. [Upon request, the Office for Intellectual Freedom will provide a sample comment form adapted from one recommended by the National Council of Teachers of English.]

3. Maintain lines of communication with civic, religious, educational and political bodies in the community. Participation in local civic organizations and in community affairs is desirable. Because the library and the school are key centers of the community, the librarian should be known publicly as a community leader.

4. Maintain a vigorous public relations program on behalf of intellectual freedom. Newspapers, radio and television should be informed of policies governing materials selection and use, and of any special activities pertaining to intellectual freedom.

Adherence to the practices listed above will not preclude confrontations with pressure groups or individuals but may provide a base from which to counter efforts to place restraints on the library. If a confrontation does occur, librarians should remember the following:

1. Remain calm. Don't confuse noise with substance. Require the deliberate handling of the complaint under previously established rules. Treat the group or individual who complains with dignity, courtesy and good humor. Given the facts, most citizens will support the responsible exercise of professional freedom by teachers and librarians and will insist on protecting their own freedom to read.

2. Take immediate steps to assure that the full facts surrounding a complaint are known to the administration. The school librarian should go through the principal to the superintendent and the school board; the public librarian, to the board of trustees or to the appropriate community administration official; the college or university librarian, to the president and through him to the board of trustees. Present full, written information giving the nature of the complaint and identifying the source.

3. Seek the support of the local press when appropriate. The freedom to read and freedom of the press go hand in hand.

4. Inform local civic organizations of the facts and enlist their support when appropriate. Meet negative pressure with positive pressure.

5. In most cases, defend the principle of the freedom to read and the professional responsibility of teachers and librarians. Only rarely is it necessary to defend the individual item. Laws governing obscenity, subversive material and other questionable

matter are subject to interpretation by courts. Responsibility for removal of any library materials from public access rests with this established process.

6. Inform the ALA Office for Intellectual Freedom and other appropriate national and state organizations concerned with intellectual freedom of the nature of the problem. Even though censorship must be fought at the local level, there is value in the support and assistance of agencies outside the area which have no personal involvement. They can often cite parallel cases and suggest methods of meeting an attack.

The principles and procedures discussed above apply to all kinds of censorship attacks and are supported by such groups as the National Education Association, the American Civil Liberties Union, and the National Council of Teachers of English, as well as the American Library Association. While the practices provide positive means for preparing for and meeting pressure group complaints, they serve the more general purpose of supporting the Library Bill of Rights, particularly Article III, which states that: "Censorship should be challenged by libraries in the maintenance of their responsibility to provide public information and enlightenment." Adherence to this principle is especially necessary when under pressure.

Adopted February 1, 1962; revised January 28, 1972 by the ALA Council.

WHAT THE AMERICA LIBRARY ASSOCIATION CAN DO FOR LIBRARY TRUSTEES AND LIBRARIANS TO HELP COMBAT CENSORSHIP

The American Library Association maintains a total program for the promotion and defense of intellectual freedom, composed of the Intellectual Freedom Committee, the Office for Intellectual Freedom, the Freedom to Read Foundation, and the Program of Action for Mediation, Arbitration and Inquiry. Each of these performs a unique role in the overall challenge of censorship.

Intellectual Freedom Committee. Established by the ALA Council in 1940 as the Committee on Intellectual Freedom to Safeguard the Rights of Library Users to Freedom of Inquiry, the present Intellectual Freedom Committee is the oldest of the Association's units involved in combating censorship and promoting intellectual freedom. As amended at the 1971 Midwinter Meeting, its statement of responsibility is: "To recommend such steps as may be necessary to safeguard the rights of library users, libraries, and librarians, in accordance with the First Amendment to the United States Constitution and the Library Bill of Rights as adopted by the ALA Council; and to work closely with the Office for Intellectual Freedom and with other units and officers of the Association in matters touching intellectual freedom and censorship."

Recommending policies concerning intellectual freedom to Council, therefore, is the Intellectual Freedom Committee's main responsibility. Its area of concern is limited to a degree: "Steps . . . necessary to safeguard the rights of library users, libraries, and librarians, in accordance with the First Amendment . . . and the Library Bill of Rights. "The second sentence of the statement of responsibility makes explicit the close association among the committee, the Office for Intellectual Freedom, and other ALA units such as the ALTA Intellectual Freedom Committee.

The committee's underlying concern is always educational in nature. The most effective "safeguards" for the rights of library users are an informed electorate and a library profession aware of repressive activities and how to combat them.

The Office for Intellectual Freedom. The goal of the Office for Intellectual Freedom, established in December 1967, is to educate librarians to the importance of the concept of intellectual freedom. Toward this end, the Office serves as the administrative arm of the Intellectual Freedom Committee and bears the responsibility for implementing ALA policies on intellectual freedom.

Educating librarians to the importance of intellectual freedom principles requires teaching an understanding of the concept as it relates to the individual, the institution, and the functioning of our society. Hopefully, with understanding comes the ability to teach others. To aid this understanding, the Office maintains a complete program of educational and informational publications, projects, and services. The three major publications of the Office are the bi-monthly Newsletter on Intellectual Freedom, the monthly column in American Libraries, and the monthly OIF Memorandum.

The Office also distributes documents, articles, and ALA policies concerning intellectual freedom, among which are the Library Bill of Rights, the Association's basic policy statement on intellectual freedom; the Freedom to Read Statement; and the School Library Bill of Rights. As special circumstances require, materials distributed by the Office are augmented. During nationwide controversies concerning individual titles, press clippings, editorials, and public statements detailing the ways various libraries around the country handled requests to remove specific materials are compiled and sent out to others with problems. The special packets are publicized through the OIF Memorandum, the Newsletter on Intellectual Freedom, special mailings, and word of mouth. Inquiries and requests for these materials come to the Office from every part of the country.

One of the most often used and least heard about functions of the Office is its provision of advice and consultation to librarians in the throes of potential or actual censorship problems. Rarely does a day go by without a letter or phone call requesting advice about a specific book which has drawn the censorial attention of an individual or group in the community. In these cases, every effort is made to provide information or give any other assistance. Sometimes this takes the form of a written position statement, defending the principles of intellectual freedom in materials selection. Other times it requires names of persons available to offer testimony before library boards. In extreme cases, it demands visiting the community to view the problem first-hand and provide moral and professional support for the librarian and board. The alternative chosen is always the prerogative of the individual requesting assistance.

Freedom to Read Foundation. Through their respective responsibilities and cooperative activities, the Intellectual Freedom Committee and the Office for Intellectual Freedom comprise two-thirds of the American Library Association's educational program in support and defense of intellectual freedom. The other part of the program is the Freedom to Read Foundation, established outside the structure of ALA but closely affiliated through its board of trustees and executive director, who also serves as the director of the Office for Intellectual Freedom. The Foundation was incorporated in November 1969, as ALA's response to the increased interest of its members in having machinery to support and defend librarians whose jobs are jeopardized because they challenge violations of intellectual freedom. Another primary objective of the Foundation is to provide a means through which librarians and others can set legal precedents for the freedom to read.

Educating to the importance of, and the necessity for, a commitment to the principles of intellectual freedom requires, also, an assurance that such a commitment will not result in legal prosecution, financial loss, or personal damage. It is the responsibility of the Freedom to Read Foundation to provide that assurance through financial assistance, legal assistance, and judicial challenge of restrictive legislation, thereby helping to establish a favorable climate for intellectual freedom.

Through the provision of financial and legal assistance, the Foundation attempts to negate the necessity for librarians to make the difficult choice between practical expediency and principle in materials selection.

Fighting repressive legislation before it is utilized is another area in which the Foundation attempts to benefit the profession. Librarians can cite many state penal codes prohibiting distribution of so-called "harmful matter." Generally, however, these codes give only the vaguest definition of what constitutes "harmful matter." Such statutes are significantly dangerous to individuals and institutions, for some permit, and even encourage, prosecution of noncommercial interests which have neither the incentive nor the resources to defend the propriety of individual publications. To render librarians vulnerable to criminal prosecution for purchasing and disseminating works which have not previously been held illegal through adversary hearings is to requre every librarian to reject the primary philosophical basis of his role in society. Under such an obligation, he either knowingly becomes a censor or unknowingly breaks a law. The choice is inimical to the concept of intellectual freedom and a derogation of the professional responsibilities of librarians. Thus, the Foundation will challenge the constitutionality of those laws which can inhibit librarians from including in their collections and disseminating to the public every work which has not previously been ruled illegal. Through such projects, the Foundation will lay the basis for a favorable climate for the functioning of intellectual freedom in libraries.

(Source: Newsletter on Intellectual Freedom; March, 1972;
Office of Intellectual Freedom, American Library Association.)

HISTORY (ABBREVIATED) OF EARLY CALIFORNIA LIBRARIES, THEIR STRUCTURE, THEIR LIBRARY BOARDS

Lest each individual library trustee and each generation of library supporters believe that they alone face the greatest struggle to build, to keep, and to expand library services in California, capsuled here is an abbreviated history of how California Public libraries actually were established, and how library board structure and responsibilities were shaped as a result. (This is an excerpt from a brief history written by M. Virginia Hughes for the landmark Tool Kit Orientation Guidelines, published in 1981. Then California State Library consultant and now retired, M. Virginia Hughes was the coordinator of the CALTAC Writers Team who prepared that first and widely used publication.)

Hopefully, the reading of this history will strengthen each individual's belief in the importance of the struggle, personal sense of continuity with those outstanding Californians gone before, and his or her own courage to persevere.

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MUNICIPAL LIBRARIES

In the middle of the excitement of the gold rush days, predecessors of the free public library were already operating in the new California towns and cities. Special collections of books held by institution, schools, academies, and special association collections of history, science, art, and law were available. But more important for future library users were the "social libraries." There were two kinds of "social libraries:" the "subscription library society," where subscribers paid a fee; and the "reading room societies," those designed as a spur to self-education, a community oasis, a moral influence upon the community. Temperance societies, YMCAs, and Ladies Associations were their most frequent sponsors. The difficulties: financial support from private sources, special subscriptions, and fees were insufficient. These libraries rose and faded, and tried again to survive.

By the 1870s, cities in California were flourishing north and south. Railroad expansion, desert reclamation, and winter health resort advantages led to tremendous promotional efforts to attract new settlers. Civic institutions, including libraries, were considered promotional attractions, particularly in the southland triangle area of Santa Barbara, Redlands, and San Diego.

Just at this time, a San Francisco gentleman, Andrew Hallidie, self-made industrialist and inventor of the cable car, became convinced of the necessity for free public libraries. He launched a militant campaign for tax-supported local libraries. Permissive library establishment legislation was carried in the state legislature for him by Senator George H. Rogers. This legislation became law March 18, 1878, and was known as the Rogers Act. In effect, it was two laws in one: a combination of general library legislation for all cities, and special legislation for the establishment of a San Francisco library and library board. (It is very satisfying that the Honorable George H. Rogers and Andrew Hallidie both became trustees on that first San Francisco library board.)

The law authorized any incorporated city or town to levy a tax not exceeding one mill on the dollar for the establishment of free public libraries and reading rooms. Succeeding legislation changed the tax levy amount, but at last here was a foundation structure for steady support of public libraries.

There was a brief transition period after the landmark Rogers Act, followed by a revised general library law in 1880, and then the "great age of the city libraries" took off. Marysville had led the way back in 1858 by establishing a public library under the responsibility of the city council, and it was followed by Los Angeles--both "pre-Rogers" city libraries. But from 1878 on, San Francisco, Oakland, Sacramento, San Jose, Stockton, Vallejo, Ventura, Alameda, Santa Cruz, Napa, Santa Rosa, Santa Barbara, Petaluma, Eureka, San Diego, among others, were established as important California municipal libraries, filling the early definition of a public library as: "an agency established by state law, supported by local taxation, managed as a public trust, and open to every citizen of the city or town that maintained it." By 1917, there were 132 municipal supported libraries in California--as towns expanded and grew, testimony to organized community activity and the flourishing concept of a library being a community asset.

Under the Rogers Act the authority of a city library board was extremely limited. Library personnel, salaries, and buildings were the concerns of municipal authorities, rather than library boards. Between 1878 and 1917, however, powers of municipal library boards were liberalized, with city councils' control in those days reserved for real estate and building expenditures.

The revised general library law of 1901 provided for appointment of trustees rather than election. At that time, charter city libraries were not affected if their stipulations were different. Nevertheless, as charters have been revised through the years, California State Library records show that today all city library boards are appointed with variations of mayor, city council, or both being responsible for the appointment.

COUNTY LIBRARIES

While the organized city libraries which followed the first local private library clubs, social libraries, and local reading rooms gave service to incorporated cities and towns, sparsely populated, isolated areas were still unserved. In 1909, the California county library law was designed as a comprehensive plan of service for all state residents, rural as well as metropolitan. It centered on neighborhood stations, supported by a central county headquarters collection; and if a patron's request couldn't be supplied there, the books could be requested from the State Library. Cities could benefit from these larger resources if they wished, by joining, or contracting for these additional library services.

Two years later, the revised county library law of 1911 answered a number of objections which emerged from the 1909 legislation. For example, cities were automatically exempted from a county library tax. Cities could join a county library system if they wished, but only if they requested to do so themselves. The county library would cover only that portion of the county not served by city libraries or special district libraries. A county library could be established by the county board of supervisors. Governance of the county library was vested in the entire board of supervisors.

That pattern of county library service became a model for other states and even other countries. It was the handiwork of James L. Gillis, California State Librarian, whose dream it was that no one should be denied access to books, regardless of where he or his family lived.

Some of the moving experiences of county library organization, plus the humorous, frustrating, and political adventures of the first California county library organizer are contained in Harriet Eddy's County Free Library Organizing in California, 1909-1918.)

SPECIAL DISTRICT LIBRARIES

District libraries came into being originally under the 1909 general library law which "authorized unincorporated places to establish public libraries by creating special library districts."

Under the California Education Code (Secs. 19400-19532) a district "may include incorporated or unincorporated territory, or both, in any one or more counties, so long as the territory of the district consists of contiguous parcels and the territory of no city is divided."

The above cited California laws also designated the election of special district library trustees to four year terms, and specified their administrative responsibilities and governing authority.

OLDEST PUBLIC LIBRARIES IN CALIFORNIA
(Source: California State Library)

Several California libraries already have celebrated their first century of operation and service to their communities. This listing of public libraries established before 1901 was reported in the first issue of News Notes of California Libraries, May, 1906. It may be helpful to those library trustees who will want to plan special celebrations for their library's 100-year anniversary.

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Marysville City Library	1858
Oakland Free Public Library	1868
Hollister Free Reading Room	1875
Alameda Free Public Library	1877
Eureka Free Public Library	1878
Los Angeles Free Public Library	1878
Petaluma Free Public Library	1878
Ventura Free Public Library	1878
Arcata Public Library	1879
Sacramento Free Public Library	1879
San Francisco Free Public Library	1897
San Jose Free Public Library	1880
Stockton Free Public Library	1880
Santa Cruz Free Public Library	1881
Pasadena Free Public Library	1882
San Diego Free Public Library	1882
Santa Barbara Free Public Library	1882
Santa Rosa Free Public Library	1884
Vallejo Free Public Library	1884
Martinez Free Reading Room and Library	1885
Goodman Free Public Library, Napa	1885
Pomona Free Public Library	1887
Sierra Madre Library Association Library	1887
Riverside Public Library	1888

Hanford Free Public Library	1890
Redondo Public Library	1890
Santa Monica Free Public Library	1890
Fresno Free Public Library	1891
Santa Ana Free Public Library	1891
Tulare Free Public Library	1891
St. Helena Free Public Library	1892
Woodland Free Public Library	1892
Monrovia Free Public Library	1893
Campbell Free Library	1894
Orange Free Public Library	1894
Ramona Public Library, San Diego County	1894
A. K. Smiley Free Public Library, Redlands	1894
Berkeley Free Public Library	1895
Long Beach Free Public Library	1895
San Mateo Free Public Library	1895
South Pasadena Free Public Library	1895
Coronado Beach Library	1896
Healdsburg Free Public Library	1896
Kern City Free Library	1896
Livermore Free Public Library	1896
National City Free Public Library	1896
Palo Alto Free Public Library	1896
San Juan Free Public Library	1896
Watsonville Free Public Library	1896
Covina Free Public Library	1897
San Luis Obispo Free Public Library	1897
Escondido Free Public Library	1898
Hayward Free Public Library	1898
Highland Library Club, San Bernardino County	1898
Los Gatos Free Public Library	1898
Beale Memorial Free Public Library, Bakersfield	1900
Corona Free Public Library	1900
Dunsmuir Library	1900
Santa Fe Library, Needles	1900
Upland Free Public Library	1900
Whittier Free Public Library	1900

EDUCATION CODE CHAPTER 4. CALIFORNIA LIBRARY SERVICES ACT IN EFFECT JANUARY 1, 1987

Article 1. General Provisions

18700. This chapter shall be known as the California Library Services Act.

18701. The Legislature finds and declares that it is in the interest of the people of the state to insure that all people have free and convenient access to all library resources and services that might enrich their lives, regardless of where they live or of the tax base of their local government.

This finding is based on the recognition that:

(a) The public library is a primary source of information, recreation, and education to persons of all ages, any location or any economic circumstance.

(b) The expansion of knowledge and the increasing complexity of our society create needs for materials and information which go beyond the ability of any one library to provide.

(c) The public libraries of California are supported primarily by local taxes. The ability of local governments to provide adequate service is dependent on the taxable wealth of each local jurisdiction and varies widely throughout the state.

(d) Public libraries are unable to bear the greater costs of meeting the exceptional needs of many residents, including the handicapped, non-English and limited English-speaking persons, those who are confined to home or in an institution, and those who are economically disadvantaged.

(e) The effective sharing of resources and services among the libraries of California requires an ongoing commitment by the state to compensate libraries for services beyond their clientele.

(f) The sharing of services and resources is most efficient when a common data base is available to provide information on where materials can be found.

18702. It is the intent of the Legislature to provide all residents with the opportunity to obtain from their public libraries needed materials and informational services by facilitating access to the resources of all libraries in this state.

This policy shall be accomplished by assisting public libraries to improve service to the underserved of all ages, and by enabling public libraries to provide their users with the services and resources of all libraries in this state.

18703. In adopting this chapter, the Legislature declares that its policy shall be:

(a) To reaffirm the principle of local control of the government and administration of public libraries, and to affirm that the provisions of this chapter apply only to libraries authorized by their jurisdictions to apply to participate in the programs authorized by this act.

(b) To require no library, as a condition for receiving funds or services under this chapter, to acquire or exclude any specific book, periodical, film, recording, picture, or other material, or any specific equipment, or to acquire or exclude any classification of books or other material by author, subject matter, or type.

(c) To encourage adequate financing of libraries from local sources, with state aid to be furnished to supplement, not supplant, local funds.

(d) To encourage service to the underserved of all ages.

(e) To encourage and enable the sharing of resources between libraries.

(f) To reimburse equitably any participating library for services it provides beyond its jurisdiction if a public library, or, if not a public library, beyond its normal clientele.

(g) To ensure public participation in carrying out the intent of this act.

Article 2. Definitions

18710. As used in this chapter, unless the context otherwise indicates or unless specific exception is made:

(a) "Academic library" means a library established and maintained by a college or university to meet the needs of its students and faculty, and others by agreement.

(b) "Act" means the California Library Services Act.

(c) "Cooperative Library System" means a public library system which consists of two or more jurisdictions entering into a written agreement to implement a regional program in accordance with this chapter, and which, as of the effective date of this chapter, was designated a library system under the Public Library Services Act of 1963 or was a successor to such a library system.

(d) "Direct loan" means the lending of a book or other item directly to a borrower.

(e) "Equal access" means the right of the residents of jurisdictions which are members of a Cooperative Library System to use on an equal basis with one another the services and loan privileges of any and all other members of the same system.

(f) "Independent public library" means a public library not a member of a system.

(g) "Interlibrary loan" means the lending of a book or other item from one library to another as the result of a user request for the item.

(h) "Interlibrary reference" means the providing of information by one library or reference center to another library or reference center as the result of a user request for the information.

(i) "Jurisdiction" means a county, city and county, city, or any district which is authorized by law to provide public library services and which operates a public library.

(j) "Libraries for institutionalized persons" means libraries maintained by institutions for the purpose of serving their resident populations.

(k) "Net imbalance" means the disproportionate cost incurred under universal borrowing or equal access when a library directly lends a greater number of items to users from outside its jurisdiction than its residents directly borrow from libraries of other jurisdictions.

(l) "Public library" means a library, or two or more libraries, which is operated by a single public jurisdiction and which serves its residents free of charge.

(m) "School library" means an organized collection of printed and audiovisual materials which (a) is administered as a unit, (b) is located in a designated place, and (c) makes printed, audiovisual, and other materials as well as necessary equipment and services of a staff accessible to elementary and secondary school students and teachers.

(n) "Single Library System" means a library system which consists of a single jurisdiction and which, as of the effective date of this act, was designated as a library system under the Public Library Services Act of 1963.

(o) "Special library" means one maintained by an association, government service, research institution, learned society, professional association, museum, business firm, industrial enterprise, chamber of commerce, or other organized group, the greater part of their collections being in a specific field or subject, e.g. natural sciencos, economics, engineering, law, history.

(p) "Special Services Programs" means a project establishing or improving service to the underserved of all ages.

(q) "State board" means the California Library Services Board.

(r) "System" includes both Cooperative Library Systems and Single Library Systems.

(s) "Underserved" means any population segment with exceptional service needs not adequately met by traditional library service patterns; including, but not limited to, those persons who are geographically isolated, economically disadvantaged, functionally illiterate, of non-English-speaking or limited English-speaking ability, shut-in, institutionalized, or handicapped.

(t) "Universal borrowing" means the extension by a public library of its direct loan privileges to the eligible borrowers of all other public libraries.

Article 3. Administration

18720. There is hereby established in the state government the California Library Services Board, to consist of 13 members. The governor shall appoint nine members of the state board. Three of the governor's appointments shall be representative of laypersons, one of whom shall represent the handicapped, one representing limited and non-English speaking persons, and one representing economically disadvantaged persons.

The governor shall also appoint six members of the board, each of whom shall represent one of the following categories: school libraries,

libraries for institutionalized persons, public library trustees or commissioners, public libraries, special libraries, and academic libraries.

The Legislature shall appoint the remaining four public members from persons who are not representative of categories mentioned in this section. Two shall be appointed by the Senate Rules Committee and two shall be appointed by the Speaker of the Assembly.

18721. Initial appointments to the board shall be made in the following manner:

(1) The Governor shall appoint five members for a two-year term, and four members for a four-year term.

(2) The Senate Rules Committee shall appoint one member for a two-year term, and one member for a four-year term.

(3) The Speaker of the Assembly shall appoint one member for a two-year term, and one member for a four-year term.

Initial appointments to the California Library Services Board shall become effective on January 10, 1978. All subsequent terms of office of members of the state board shall be four years, and will begin on January 1 of the year in which the respective terms are to start.

18722. The concurrence of seven members of the state board shall be necessary to the validity of any of its acts.

18723. Members of the state board shall serve without pay. They shall receive their actual and necessary traveling expenses while on official business.

18724. The duties of the state board shall be to adopt rules, regulations, and general policies for the implementation of this chapter. In addition, the state board, shall have the following powers and duties:

(a) To direct the State Librarian in the administration of this chapter.

(b) To review for its approval all annual proposals submitted under this chapter.

(c) To annually submit budget proposals as part of the annual budget of the Department of Education.

(d) To expend the funds appropriated for the purpose of implementing the provisions of this chapter.

(e) To require participating libraries and systems to prepare and submit any report and information which are necessary to carry out the provisions of this chapter, and to prescribe the form and manner for providing such reports and information.

(f) To develop formulas for the equitable allocation of reimbursements under Sections 18731, 18743, 18744, and 18765. Such formulas shall be submitted to the Department of Finance for approval.

(g) To require that any public library participating in programs authorized by this chapter provide access to its bibliographic records and materials location information consistent with the legislative policy of encouraging the sharing of resources between libraries.

18725. The state board shall serve as the State Advisory Council on Libraries for the purpose of meeting the requirements of the federal Library Services and Construction Act.

18726. The State Librarian shall be the chief executive officer of the state board for purposes of this chapter and shall:

(a) Make such reports and recommendations as may be required by the state board.

(b) Administer the provision of this chapter.

(c) Review all claims to insure programmatic and technical compliance with the provisions of this chapter.

Article 4. Local Public Library Services

18730. Any public library or combination of public libraries may submit proposals to the state board for Special Services Programs within the service area. Applications shall identify the needs of the target service group, assess the capacity of the applicant library or libraries to respond to those needs, and shall identify the activities and timelines necessary to achieve those objectives. Funds may be expended for the development of collections to meet the needs of the underserved, together with the employment or retaining of staff necessary to properly utilize the collections, and to provide appropriate services to the underserved.

18731. Any California public library may participate in universal borrowing. Public libraries participating in universal borrowing may not exclude the residents of any jurisdiction maintaining a public library. Public libraries which incur a net imbalance shall be reimbursed for the handling costs of the net loans according to the allocation formula developed pursuant to subdivision (g) of Section 18724. Reimbursement shall be incurred only for imbalances between:

(a) System member libraries and independent public libraries.

(b) Independent public libraries with each other.

(c) Member libraries of one system with member libraries of other systems.

18732. If two or more public library jurisdictions wish to consolidate their libraries into a single library agency, an establishment grant in the annual maximum amount of twenty-thousand dollars ($20,000) shall be made to the newly consolidated library jurisdiction for each of two years, provided that notice of such consolidation is filed with the State Librarian within one year after the consolidation.

Article 5. Library System Services

18740. A library system, eligible for funds under this article, may consist of the following systems:

(a) A library system which, as of the effective date of this act, was designated a system under the Public Library Services Act of 1963.

(b) A library system in which two or more systems consolidate to form a library system.

(c) A library system which is formed by adding independent public library jurisdictions to an existing system.

(d) A library system formed by any combination of the above.

18741. (a) Each system described in Section 18740 shall receive an annual allowance for the improvement and maintenance of coordinated reference service support to the members of the system. The allowance for the first fiscal year following the effective date of this chapter shall be equal to three cents ($0.03) per capita, plus two thousand dollars ($2,000) for each member jurisdiction. Following the effective date of this chapter, if there occurs a consolidation among individual public libraries which, as of the effective date of this chapter, are members of a system, the per member allowance to the system shall continue at the same level as if the consolidation had not taken place.

(b) After identifying the needs of the underserved, each system shall use a fair and equitable portion of its reference allowance to improve the system's reference service to its underserved population through appropriate collection development, provision of reference specialists, and staff training. Funds for the reference grant may also be used for general and specialized reference collection development, employment of reference specialists, and system-wide reference training.

18742. Any system may apply to the state board for funds for Special Service Programs on a system-wide basis. Proposals shall identify the needs of the target service group, assess the capacity of the applicant system to respond to those needs, and shall identify the activities and timelines necessary to achieve those objectives. Systems may also apply for funds for other system-wide programs, but such programs shall include a component for serving the underserved on a system-wide basis.

18743. Each member library of a Cooperative Library System shall provide equal access to all residents of the area served by the system. Member libraries which incur a net imbalance shall be reimbursed through the system for the handling costs of the net loans according to the allocation formula developed pursuant to subdivision (g) of Section 18724.

18744. Each member library of a Cooperative Library System shall be reimbursed through the system to cover handling costs, excluding communication and delivery costs, of each interlibrary loan between member libraries of the system according to the allocation formula developed pursuant to subdivision (g) of Section 18724.

18745. Each Cooperative Library System shall annually apply to the state board for funds for intrasystem communications and delivery. Proposals shall be based upon the most cost-effective methods of exchanging materials and information among the member libraries.

18746. Each Cooperative Library System shall annually apply to the state board for funds for planning, coordination, and evaluation of the overall systemwide services authorized by this chapter.

18747. (a) Each Cooperative Library System shall establish an Administrative Council whose membership consists of the head librarians of each jurisdiction in the system. Duties of the Administrative Council shall include general administrative responsibility for the system, adopting a system plan of service, and submitting annual proposals to the state board for implementation of the provisions of this article.

(b) Each Cooperative Library System shall establish an advisory board consisting of as many members as there are member jurisdictions of the system. The governing body of each member jurisdiction shall appoint one member to the advisory board from among its residents.

18748. Each Single Library System shall establish an advisory board consisting of at least five members to be appointed by the governing body of the jurisdiction.

18749. The term of any member of a system advisory board shall be for two years, and each member shall serve no more than two consecutive terms. Staggered terms shall be established by drawing of lots at the first meeting of the advisory board so that a simple majority of the members shall initially serve a two-year term, and the remainder initially a one-year term.

The appointing jurisdiction shall ensure that members of a system advisory board are representative of the public-at-large and of the underserved residents in the system service area.

18750. The duties of each system advisory board shall include, but are not limited to, the following:

(a) Assisting the Administrative Council in the development of the system plan of service.

(b) Advising the Administrative Council on the need for services and programs.

(c) Assisting in the evaluation of the services provided by the system.

18751. When any system or systems consolidate, a grant of ten thousand ($10,000) for each of the two years following the consolidation shall be made to the newly consolidated system.

18752. When jurisdictions, not previously a member of any system, join an existing system, a grant shall be made to such a system as follows:

(a) If the jurisdiction joins in the first fiscal year after the effective date of this chapter, the award shall be five thousand dollars ($5,000) for each of the two succeeding years.

(b) If the jurisdiction joins in the second fiscal year after the effective date of this chapter, the award shall be for four thousand dollars ($4,000) for each of the two succeeding years.

(c) If the jurisdiction joins in the third fiscal year after the effective date of this chapter, the award shall be three thousand dollars ($3,000) for each of the two succeeding years.

(d) If the jurisdiction joins in the fourth fiscal year after the effective date of this chapter, the award shall be two thousand dollars ($2,000) for each of the two succeeding years.

(e) If the jurisdiction joins in the fifth fiscal year after the effective date of this chapter, the award shall be one thousand dollars ($1,000) for each of the two succeeding years.

(f) Grants made pursuant to this section shall terminate at the end of the fifth fiscal year following the effective date of this chapter.

Article 6. Statewide Services

18760. The state board shall establish and administer two or more state reference centers. The centers shall be responsible for answering reference requests that cannot be met by systems and libraries participating in the programs authorized by this chapter.

18761. Each reference center established by the state shall provide statewide service. Such service shall include the handling of reference requests that cannot be met locally and regionally.

18762. Each reference center established pursuant to Section 18760 may enter into reciprocal or contractual agreements with libraries or any other information source for the purpose of making available their materials and informational services for the benefit of the library users of this state. Each California public library participating in any program under this chapter shall make materials and services available, as needed, to state reference centers.

18763. The budget of any reference center established pursuant to Section 18760 may include funds for the general operations of such centers, including funds for collection development and use.

18764. The state board shall designate one or more of the reference centers established pursuant to Section 18760 as a repository for collections specially relevant to economically disadvantaged persons and non-English-speaking persons.

18765. Each California library eligible to be reimbursed under this section for participation in the statewide interlibrary loan program shall be reimbursed according to the allocation formula developed pursuant to subdivision (g) of Section 18724 to cover the handling costs of each interlibrary loan whenever the borrowing library is a public library, except for the interlibrary loans made between members of a cooperative library system as provided in Section 18744. Libraries eligible for interlibrary loan reimbursement under this section shall include public libraries, libraries operated by public schools or school districts, libraries operated by public colleges or universities, libraries operated by public agencies for institutionalized persons, and libraries operated by nonprofit private educational or research institutions. Loans to eligible libraries by public libraries shall also be reimbursed according to the allocation formula developed pursuant to subdivision (g) of Section 18724.

18766. The state board shall establish and maintain a statewide communications and delivery network between and among systems, state reference centers, independent public libraries and all other libraries participating in the programs authorized by this act.

18767. The state board shall establish and maintain a computerized data base of bibliographic records and locations of all materials acquired by public libraries in this state, for the purpose of carrying out the legislative policy of enabling libraries to share resources efficiently.

CLSA ADMINISTRATIVE REGULATIONS

California Administrative Code

Title 5

CHAPTER 2. CALIFORNIA LIBRARY SERVICES

Article 1. General Provisions

Section 20100. Scope. The regulations contained in this chapter shall implement the California Library Services Act, Chapter 4 of Part 11 of Division 1 of Title 1 of the Education Code, beginning with section 18700 thereof.

Section 20101. General Provisions.

(a) The State Board finds that it is in the best interest of the citizens of California and best fulfills the purposes of the Act (Chapter 4, Part 11, Division 1, Title 1, Education Code) that libraries participating in any one program of the Act participate in all applicable programs of the Act.

(b) Any public library participating in programs of the Act shall, under Section 18724(h) of the Act, provide access to the library's bibliographic and location data upon request from the State Board for inclusion in the appropriate data base established by the State Board in implementation of the Act. The access shall be provided in such form, manner, and frequency as are agreed upon between the State Board and the library.

(c) Funding distributed according to California Library Services Act provisions may not be used to support other than library purposes. To comply with Education Code Section 18703(c), the funding may not be used to replace local funds for library services, but only to supplement the local funding to further the purposes of the Act.

(d) A public library participating in any program of the Act must participate in the direct loan transaction reporting, whether the library participates in either of the direct loan programs or not. During the designated transaction reporting period all CLSA participating libraries must record all direct loans made to eligible residents of other jurisdicitons whose libraries are participating in the direct loan program, as long as the handling costs of paid loans are not being covered in whole, or in part, by CLSA funds in addition to direct loan reimbursement funds, LSCA funds, or by funds provided by the jurisdiction of the eligible non-residents.

Section 20103. Waiver of Filing Date. The State Board may waive or reset any filing dates required by these regulations, if the State Board determines that so doing would best serve the purposes of the Act.

Section 20104. Eligibility to Participate. Funding under any program of the Act shall be provided only to libraries which are physically and administratively located within California and which meet any additional eligibility criteria required for specific program participation.

Section 20105. General Requirements for Participation.

(a) Public Library Participation Authorization. Every public library wishing to participate in any of the programs of the Act must file with the State Board an authorization by the jurisdictional governing body for that library's participation. The authorization must be in the form and manner and be filed by the date specified by the State Board.

(b) Public Library Certification. Upon the authorization by the jurisdictional governing body, the head librarian of each public library wishing to participate in the programs of the Act must file a certification of compliance with provisions of the Act. The certification shall remain in effect until the library jurisdiction no longer complies with the stated provisions. The certification shall specifically include compliance with Education Code Sections 18703(c) and 18724(e).

If the library or jurisdiction is no longer in compliance, the head librarian shall notify the Board no later than thirty days following such a change in compliance status.

(c) Participation by Libraries other than Public Libraries. The head librarian of such library eligible to particpate in any of the programs of the Act and wising to do so must file with the State Board a notice of its intent to participate and of its agreement to the provisions of the Act and administrative regulations as they apply to the library's participation. This notice shall be filed in such form and manner as specified by the State Board by September 1 of the fiscal year preceeding active participation. The agreement shall remain in effect until rescinded by the State Board or the library.

(d) Reports, Applications, and Claims. Any budget documents, reports, applications, and claims for funds pursuant to this Act shall be submitted by participating libraries in such form and manner and by the dates established by the State Board.

(e) No public library participating in the programs of the Act may charge its residents, as defined in section 20203, any fee to obtain a library card nor for services for which it is receiving reimbursement under the California Library Services Act.

(f) The California Library Services Board believes that it is in the best interest of the citizens of California that the information services of public libraries be provided free of charge.

Section 20106. Uniform Population Statistics. Any funds distributed per capita shall be awarded using the most recently published and available combined estimate for cities and counties from the California State Department of Finance.

Section 20107. Definitions.

(a) The definitions concerning California Library Services Act components set forth in Education Code Section 18710 are hereby incorporated by reference, with additions as noted in subsection (b) of this section. The definitions incorporated by reference are accurate to California Statutes 1979.

(b) Additions to the regulations hereby incorporated are as follows:

1. "Chief Executive Officer" means the State Librarian.

2. "President" means the elected President of the Board.

3. "Public library affiliation" means the formal and legal joining to a System (i.e. the obtaining of full System membership status) by a public library not previously a member of any System. A Public Library Affiliation is not considered complete until all necessary local System and jurisdictional agreements have been approved and are in force, and the State Board has approved the affiliation.

4. "Public library consolidation" means the formal and legal joining of the functions, services, operations, et cetera of two or more formerly independent public libraries into a single public library, as defined in Education Code Section 18710(e). A Public Library Consolidation is not considered complete until all necessary local jurisdictional agreements have been approved and are in force, and the State Board has approved the consolidation (see Administrative Code Section 20180, below).

5. Reference collection. Reference collection means a collection of materials, both print and non-print, designed primarily for use in answering requests for information.

6. Reference specialist. Reference specialist means a trained and experienced librarian who can provide reference services and who can also understand how to approach the community in general and the underserved in particular, together with appropriate skills in analysis of information needs and who can design and implement reference programs responsive to those needs. A reference specialist may be employed in providing any of the services for which he/she is qualified.

7. "Secretary" means the Executive Secretary of the Board.

8. "State Board" means the California Library Services Board.

9. "System consolidation" means the formal and legal joining of geographic service areas, functions, operations, et cetera, of two or more formerly separate Systems into a single Cooperative Library System, as defined in Education Code Section 18710(c). A System Consolidation is not considered complete until all necessary local System consolidation agreements have been approved and are in force, and until the State Board has approved the consolidation (see Administrative Code Section 20185, below).

10. "Valid non-resident borrowers card" means a card that is issued free of charge by a public library to a resident of another jurisdiction which maintains a public library, as long as such card meets all of the legal requirements of the issuing library.

11. "Vice-President" means the elected Vice-President of the Board.

Article 2. California Library Services Board Procedures

Section 20116. Offices of the State Board. The State Board shall elect a President and Vice-President. The State Librarian shall be the Chief Executive Officer of the State Board.

(a) The State Board shall annually elect a President and Vice-President at the last regular meeting of each calendar year.

(b) Should a vacancy occur in the Office of President or Vice-President, the State Board shall at its next regular meeting elect one of its members to fill such vacancy for the remainder of the term.

(c) Duties of President. The President shall preside at all meetings of the State Board, shall execute for the State Board any documents requiring such execution, and shall perform such other duties as the State Board so provides.

(d) Duties of Vice-President. The Vice-President shall in the absence of the President perform any of the duties of President that cannot reasonably await the President's return.

(e) Duties of the Chief Executive Officer.

1. Make such reports and recommendations to the State Board as he deems desirable and appropriate, or as may be required by the State Board.

2. Administer the provisions of this chapter.

3. Review all claims to ensure programmatic and technical compliance with the provisions of this chapter.

Section 20117. Quorum. A quorum for all State Board meetings shall be seven (7) members. The concurrence of 7 of its members shall be necessary to the validity of all actions of the State Board.
Section 20118. Regular meetings.

(a) Date. Regular meetings of the State Board shall take place at least bi-monthly on the third Thursday of the months of February, April, June, August, October; the December meeting shall be held in conjunction with the California Library Association (CLA) Conference.

(b) Place. The tentative locations for the regular meetings of the following calendar year shall be determined annually, at the last regular meeting of the calendar year.

(c) Change of data or place. Nothing in this regulation shall be construed to prevent the State Board from altering its regular meeting dates or places of meeting.

(d) Meeting notice. A notice of regular meetings shall be provided at least seven days prior to the meeting date to any person annually requesting such notice under section 20119 below. Such notice shall include the time, date, and place of the agenda therefor.

Section 20119. Notices.

(a) Eligibility. Notice of any regular or special public meeting of the State Board shall be given to any person annually requesting under section 20119(b).

(b) Procedure. Individuals and organizations wishing to receive notice of regular and special meetings of the State Board and copies of the agenda may annually request the Secretary to include their names on the mailing list. Inclusion on the mailing list will result in notification to the addressee of all regular and special meetings of the State Board. The Secretary shall annually notify interested agencies and organizations that, upon request, they are entitled to be placed on the mailing list.

Section 20120. Open Meetings of Committees, Commissions, and Advisory Bodies.

(a) State Board Committees. Meetings of State Board committees composed solely of members of the State Board, created by a formal action of the State Board, shall be open and public.

(b) Advisory Bodies. Unless otherwise provided by law, meetings of any advisory body, or committees or subcommittee thereof, created by statutes or by formal action of the State Board, to advise or report or recommend to the State Board, shall be open and public.

Section 20121. Open Meetings. All meetings of the State Board will be open and public except for executive sessions authorized by Government Code Section 11120-11131.

Section 20122. Special Meetings. Special meetings may be called by the President of the State Board or a majority of the members thereof for any stated purpose. Notice of such

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meetings shall be provided at least 24 hours in advance to those persons so requesting under section 20119(b).

Section 20123. Emergency Meetings and Agenda Items.

(a) Power. An emergency meeting may be called by the President of the State Board or a majority of the members thereof without providing the notice required by section 20119 if there is an unforeseen emergency condition in existence.

(b) Definition. An unforeseen emergency condition exists when there is an immediate threat of adverse effects on the program authorized by the Act of such scope that requires action of the State Board to avert such effects.

(c) Agenda Items. An item may be included on the agenda of any regular meeting if an unforeseen emergency condition exists without the notice required by section 20119.

(d) Certification. Concurrence of 7 of the members is required to certify that an emergency condition exists in order to take any action at an emergency meeting or regarding an emergency item.

(e) Notice. If reasonably possible, notice of the emergency item or meeting shall be provided to those so requesting under section 20119(b). Lack of such notice shall not invalidate any action taken on said item or at said meeting.

Section 20124. Agenda.

(a) All matters to be submitted for consideration of the State Board shall be sent to the Secretary at least 10 days preceding a regular meeting of the State Board, at California Library Services Board, P.O. Box 942837, Sacramento, CA 94237-0001.

(b) Setting of Agenda. The agenda for regular meetings of the State Board shall be set by the Chief Executive Officer at least 8 days prior to the meeting.

Section 20125. Speakers.

(a) Recognition of Speakers. Members of the public or the State Library staff will be recognized by the President of the State Board to speak at any meeting. All remarks made shall be germane to the business at hand and shall be addressed to the President. No person other than the person having the floor and members of the State Board shall be permitted to enter the discussion.

(b) Subject of Remarks. All speakers before the State Board shall confine their remarks to the subject indicated in their written request, or indicated in the recognition of the President.

Section 20127. Robert's Rules of Order. Except where the provisions of the California Library Services Act of 1977 or of these regulations provide to the contrary, or when the State Board determines otherwise, the State Board shall operate under the latest edition of Robert's Rules of Order.

Section 20130. Public Hearings.

(a) Notice. The State Board may hold a public hearing regarding any matter pending before it, after giving the 45-day notice as required by the California Administrative Procedures Act. Such notice shall include adequate descriptive matter relating to the subjects to be considered in hearing.

(b) Alternative hearing. The State Board may direct that a public hearing be held before staff of the State Library, an advisory commission to the State Board, or a standing or ad hoc committee of the State Board regarding any matter which is, or is likely to be, pending before the State Board.

(c) Speakers.

1. Notice. Persons wishing to address the State Board on a subject to be considered at a public hearing, should present a request to the Secretary four (4) working days in advance of the meeting at the office of the Secretary, stating the subject they wish to address, the organization they represent, if any, and the nature of their testimony. Persons wishing to address the Board, who have not presented a request four days in advance, may be heard at the discretion of the presiding officer.

2. Copies of Statement. The speaker may provide a written copy of his statement to the Secretary 24 hours in advance of the hearing.

3. Public Testimony. At or before the hearng at which oral comments from the public are to be received, the State Board or other hearing body shall determine the total amount of time that will be devoted to hearing such oral comments, and may, at its discretion,

determine the time to be allotted to each person or to each side of an issue.

Section 20131. Public Records.

(a) Inspection of Public Records.

1. Inspection of the original copy of any public record of the State Board (as defined in Government Code section 6252(d) and 6254) will be permitted during regular office hours of the State Library, Library-Courts Building, Sacramento.

2. Requests to inspect such records should be filed with the Secretary at least five working days prior to the requested date in order to insure availability.

3. Requests for inspection should be as specific as possible in identifying the records desired.

4. Original copies of public records shall not be removed from the office of the Secretary.

(b) Obtaining Copies of Public Records.

1. Requests to obtain copies of public records may be made in person or by mail to the office of the Secretary.

2. Such requests should be as specific as possible in identifying the records desired.

3. Certification of the authenticity of copies may be obtained from the Secretary.

Article 3: General Provisions for Systems

Section 20135. System Budget Request and Plan of Service. Each System participating in programs of the Act shall adopt a System Plan of Service, developed with the assistance of the System Advisory Board, and prepare a budget for carrying out the objectives of the Plan. After discussion and review by the System Advisory Board, and approval by the Administrative Council, the System budget request and Plan of Service shall be annually submitted to the State Board by June 1 of the fiscal year immediately preceding the fiscal year for which funds are requested.

(a) Plan of Service. The annual Plan of Service shall describe in the form and manner prescribed by the State

Board how the System proposes to carry out the purposes of the Act, and it shall include information relative to the following statements:

1. A population profile. This shall be no more than five years old, and shall use the most current data available.

2. A description of the users and the non-users of the services of the members of the System.

3. A description of the services provided by the System.

4. A list of the major unmet information needs of the population of the System area.

5. A plan for the use of CLSA funds, listing each of the services in (3) above which the System plans to maintain or improve, and each of the unmet needs in (4) above which the System plans to address. Under each such service to be provided or unmet need to be addressed, the plan shall include:

(A) The user benefit expected.

(B) A brief description of the method by which the benefit will be provided.

(b) Budget. The System budget shall document in the form and manner prescribed by the State Board the dollar amounts to be expended for providing each System service or addressing each unmet need.

(c) In addition, each System shall file by September 1 of each year a report, in the form and manner prescribed by the State Board, for the fiscal year just ended, that describes actual accomplishments and expenditures of the System program, compares them with the planned accomplishments and expenditures for the fiscal year reported and includes other appropriate commentary.

Section 20136. System Administrative Policy Manual. Each System participating in programs of the Act must develop by July 1, 1979, a System Administrative Policy Manual which shall include along with any other items the System finds useful, its policies for:

(a) Receiving and accounting for state and federal funds on behalf of the System.

(b) Employment of System personnel.

(c) Interaction with System Advisory Boards.

(d) Executing the System programs approved by the State Board.

Policy manuals shall be in conformity with the California Library Services Act. Policy manuals shall be kept current.

Section 20140. System Administration.

(a) Cooperative Library Systems. The System Administrative Council shall consist of the head librarian of each jurisdiction in the system. In case of the head librarian's absence, an official delegate or alternate may vote in place of the head librarian. It shall have regular meetings, open and accessible to the public and to members of the System Advisory Board as required in the Ralph M. Brown Act (Govt. Code Section 54950-54961). Information about the meetings as the Council shall be disseminated in such a way and in such languages as the Council determines will most effectively inform the public of the Council's activities. The Council shall be represented at each meeting of the System Advisory Board. The Council shall provide for the position of a Council Chairperson, and for rotation of that position among the Council members.

Section 20145. System Advisory Board.

(a) Purpose. The State Board finds that it is in the best interests of the citizens of California and best fulfills the purpose of the Act that System Advisory Board members participate in the planning and development of CLSA-funded system services, in cooperation with their respective System Administrative Councils. The purpose of the System Advisory Board program shall be to provide a means for effective communication between each Administrative Council and the residents of its system service areas, and to help ensure that library services provided by each system respond appropriately to the needs of its residents.

(b) Establishment. An Advisory Board for each System shall be established. The Advisory Board shall consist of the number of members specified in Education Code Section 18747(b) and 18748, except that no System Advisory Board shall consist of fewer than five members.

(c) Advisory Board Members. Each System shall provide the California Library Services Board annually, no later than June 1, with a list of the members of the System Advisory Board and an indication of the underserved population segments represented. Categories used in the Population Profile portion of the System Plan of Service shall be used to indicate the population segments represented.

(d) Organization. Each Advisory Board shall formalize its organization by adopting by-laws of a state or organization. Such by-laws or statement of organization shall be in conformity with the Act and these regulations.

(e) Advisory Board Meetings. The Advisory Board shall have regular meetings, open and accessible to the public. Information about the meetings shall be disseminated in such a way and in such languages as the Advisory Board determines will most effectively inform the public of the Board's activities. It shall be the responsibility of each Advisory Board Member to inform his or her appointed governing body and respective community of these activities. The Advisory Board shall also be represented at meetings of the Administrative Council and shall provide the Administrative Council with regular reports of the Board's activities.

(f) Orientation and Training. It shall be the responsibility of each System Administrative Council to work in conjunction with the State Board and the System Advisory Board to ensure that materials and training are provided as necessary to orient each Advisory Board member to the goals, function and responsibilities of the State Board, the System Administrative Council, and the System Advisory Board. The Chief Executive Officer may, on behalf of the State Board, provide and/or commend such materials and training as appropriate.

Article 4. System Reference

Section 20150. Definitions. For purposes of the Article:

(a) "Discernible difference" means the difference in quality or quantity of service to the user made possible by the support provided under this Article, beyond the service which would have been provided had the member library not had that support.

(b) "Evidence of benefit" means verification (e.g., statistical sample; staff or user personal testimony; case study) of a discernible difference.

(c) "Performance objectives" means the quantified expression of service specifications (e.g., average response time, number of new users satisfactorily served). The quantities may be set at varying levels from year to year, as experience is gained and as available resources vary.

(d) "Service specification" means a qualitative outcome (a goal) which each System shall strive to achieve for one or more of the service components of the System Reference program set forth in Section 20154 of this Article. It describes what is to be examined in determining if a reference service is performing as intended. Service specifications are expected to be relatively constant over a period of several years.

Section 20151. Local Flexibility. The intent of this Article is to allow Systems maximum flexibility to decide in what way they will carry out the requirements of the Article. Systems should provide the best possible professional Reference services.

Section 20152. Integrated Service Program. The intent of this Article is that the elements to improve service to the underserved should be developed and carried out as much as possible in an integrated manner with all local and System services, so that all elements together provide an inseparable, total library service program.

Section 20153. Principles. Each System shall adopt a program of coordinated reference service support to the members of the system that conforms to the following principles:

(a) The program makes a discernible difference to the service provided to the user when he or she asks the library for help.

(b) The program incorporates services that are specific to the needs of the underserved.

(c) The program is designed to provide evidence of benefit that will be understandable to local users, library staffs, and state officials.

Section 20154. Service Components. Each System shall use its reference allowance to provide the following three service components:

(a) general improvement of local reference service;

(b) improvement of reference services to the underserved; and

(c) interlibrary reference.

Section 20155. General Improvement of Local Reference Service.

(a) Service specifications and performance objectives for the general improvement of local reference service component which are specific to each System shall be adopted by each System. Each System shall, using information provided by its member libraries:

1. Assess the needs of, and the service to the general population now being provided by the System's member libraries, then

2. Identify those program areas where improvement can make a significant difference in the quality or quantity of service, and determine which of those can be improved by use of available resources, then

3. Evaluate which of those remaining areas would offer the greatest improvement in service to the general population, then finally,

4. Adopt service specifications and performance objectives to accomplish the improved service, which shall be subject to approval by the Chief Executive Officer on behalf of the State Board.

(b) Evidence of benefit. In designing its general improvement of local reference service component, each System shall provide for evidence of benefit that can be gathered without unreasonably burdening the System and its members.

Section 20156. Improvement of Reference Service to the Underserved.

(a) Service specifications and performance objectives for the improvement of reference service to the underserved component which are specific to each System shall be adopted by each System. Each System shall, using information provided by its member libraries:

1. Assess the reference needs of, and the reference service to the underserved now being provided by the System's member libraries, then

2. Identify the underserved population and those reference program areas where improvement can make a significant difference in the quality or quantity of reference service, and determine which reference program areas can be improved by use of available resources, then

3. Evaluate which of those remaining areas would offer the greatest improvement in reference service to the underserved, then finally,

4. Adopt service specifications and performance objectives to accomplish the improved reference service, which shall be subject to the approval by the Chief Executive Officer on behalf of the State Board.

(b) Evidence of benefit. In designing its component to improve reference service to the underserved, each System shall provide for evidence of benefit that can be gathered without unreasonably burdening the System and its members.

(c) Determination of "Fair and Equitable". Each System shall provide an identified amount from within its CLSA Reference allowance for its improvement of reference service to the underserved component. This budget, when accompanied by approved service specifications and performance objectives as described in Section 20156(a) above, shall be considered as the "fair and equitable" portion of its reference allowance, required by Education Code, Section 18741(b).

Section 20157. Interlibrary Reference. (a) Each System shall design its interlibrary reference component to the following service specifications:

1. The highest possible percentage of questions shall be answered.

2. The answers shall be delivered to the user within an acceptable time period.

3. Answers shall meet the user's need in terms of amount, format, language, and accuracy of information.

4. Specifications 1-3 should be carried out at the lowest possible cost.

(b) The following uniform performace objectives shall be met by all Systems in implementing the interlibrary reference services specifications:

1. Answers shall be provided for 90% of all questions referred from member libraries.

2. 70% of answers shall be returned to the originating member library within 10 working days of the question haveing been transmitted by that library into the System's reference referral structure.

3. For 1 and 2 above the following definitions are established:

> "Answer" means a reply to a user's question that provides the user with the information sought; or with knowledge that the information does not exist in verifiable form; or that the information is likely available from one or more indicated sources which can, for a specified reason, be more effectively contacted by the user than by the library system; or any combination of the foregoing. "Answer" does not include a status report.
>
> "Originating member library" means the System member public library as defined in Education Code Section 18710(l).
>
> "Within 10 working days" means a 10-day period which begins when a question is referred to a source other than within the originating member library, by a part of that library authorized to do so by its System's reference referral procedures. The measured period ends when the answer is received by the part of the originating member library designed by its System procedures to receive the answer to the particular question.
>
> "Working days" means Mondays, Tuesdays, Wednesdays, Thursdays, and Fridays, excluding legal holidays.

Section 20158. Allowance.

Each System shall receive an annual allowance based on the number of member libraries of the System and on the total population served by that System. The State Board shall periodically, and at least annually, review and approve the membership and population figures, and determine an appropriate funding formula which shall be uniform statewide.

Section 20160. Special Requirements for 1978/79 and 1979/80 Allowance.

Section 20161. Requirements for Allowance for Years Following 1979/80.

Section 20162. Single Library Systems.

Article 5: Consolidations and Affiliations

Section 20180. Public Library Consolidations.

(a) If any two or more contiguous jurisdictions operating public libraries wish to consolidate their libraries into a single library agency and receive establishment grants under Education Code Section 18732, a joint notice of intent signed by the head librarians of the consolidating jurisdictions must be filed with the State Board no later than September 1 of the fiscal year immediately preceding the effective date for consolidation. Authorizations to consolidate, approved by the consolidated services, signed by the head librarians, must be filed with the State Board no later than June 1 of the fiscal year immediately preceding the effective date of the consolidation.

(b) The State Board's approval of requests for library consolidation funds under Education Code Section 18732 shall be based on its determination that the consolidation provides a more effective means of carrying out the purposes of the Act than would be the case if the consolidation did not occur.

(c) For purposes of determining the eligibility of the consolidating jurisdictions to receive funds under other provisions of the Act, a public library consolidation approved by the State Board will be considered effective beginning July 1 of the fiscal year immediately following the fiscal year in which the consolidation authorizations are filed.

Section 20185. System Consolidations.

(a) If any two or more System whose borders are contiguous wish to consolidate and receive a consolidation grant under Education Code Section 18751, a joint notice of intent, approved by the Administrative Councils of the consolidating systems, must be filed with the State Board no later than September 1 of the fiscal year immediately preceding the effective date of consolidation. System participation authorizations approved by the jurisdictional governing body of each of the System's member libraries, and a new system Plan of Service and budget, must be filed with the State Board no later than June 1 of the fiscal year immediately preceding the effective date of consolidation. If the State Board approves the consolidation funding request, a grant shall be awarded for each of the two fiscal years following the fiscal year in which the filing is made.

(b) The State Board's approval of requests for System consolidation funds under Education Code Section 19851 shall be based on its determination that the consolidation provides a more effective way of carrying out the purposes of the Act than would be the case if the consolidation did not occur.

(c) For purposes of determining the eligibility of the consolidating systems to receive funds under other provisions of the Act, a system consolidation approved by the State Board will be considered effective beginning July 1 of the fiscal year immediately following the fiscal year in which the consolidation authorizations are filed.

Section 20190. Public Library Affiliation with an Existing System.

(a) If any jurisdiction, not previously a member of any System, joins a System with borders contiguous to the jurisdiction, and the System wishes to receive an affiliation grant under Education Code Section 18752, the administrative body of the System shall file a notice of intent and the jurisdictional governing body of the affiliating library shall file an affiliation authorization with the State Board as follows:

1. For memberships occurring between July 1, 1980 and June 30, 1981, the notice of intent shall be filed by September 1, 1980, and the affiliation authorization shall be filed by June 1, 1981. If the State Board approves, a grant of $3,000 shall be made for each of the fiscal years 1981/82 and 1982/83.

2. For memberships occurring between July 1, 1981 and June 30, 1982, the notice of intent shall be filed by September 1, 1981, and the affiliation authorization shall be filed by June 1, 1982. If the State Board approves, a grant of $2,000 shall be made for each of the fiscal years 1982/83 and 1983/84.

3. For memberships occurring between July 1, 1982 and June 30, 1983, the notice of intent shall be filed by September 1, 1982, and the affiliation authorization shall be filed by June 1, 1983. If the State Board approves, a grant of $1,000 shall be made for each of the fiscal years 1983/84 and 1984/85.

4. System memberships occurring following June 30, 1983 shall not be eligible for grant under Education Code Section 18752.

(b) The State Board's approval of requests for affiliation grants under Education Code Section 28752 shall be based on its determination that the proposed membership is at least as effective a way of carrying out the purposes of the Act as would be the case if the membership were with a System other than the one joined.

(c) For purposes of determining the eligibility of the affiliating public library or system to receive funds under other provisions of the Act, an affiliation will be considered effective beginning July 1 of the fiscal year immediately following the fiscal year in which the affiliation authorization is filed.

Section 20192. Public Library Withdrawal from System Membership.

(a) If a member library does not retain its membership in participating in the programs of the Act, the System shall notify the State Board no later than three months preceding the beginning of the fiscal year in which the withdrawal takes effect.

(b) Any System failing to provide the notice required in Section 20192(a) may be required to return to the State Board any funds allocated to it on the basis of the withdrawing library's membership, if the Chief Executive Officer determines that such funds would not have been allocated had the required notice been provided.

Section 20195. Public Library Change of System Membership. If any jurisdiction at present or previously a member of a System which has received state funds pursuant to that jurisdiction's membership, wishes to join another System instead, and if the library and the System it proposes to join wish to receive state funds pursuant to that jurisdiction's membership under Article 5 of the Act, the governing body of the jurisdiction and the administrative body of the System it proposes to join shall file a joint notice of intent with the State Board. The notice shall be filed by September 1 of the year preceding any July 1 of the first full fiscal year for which state funds pursuant to the new membership are requested. The State Board shall approve all appropriate state funds payments to the System under Article 5 of the Act only if it determines that the new membership results in a more effective statewide method of carrying out the purposes of the Act than would be the case if the jurisdiction retained or resumed the System membership it had previously. If the State Board does not make such a determination in favor of the new membership, then the new System's funding under Article 5 of the Act shall be calculated on the basis of the System comprising only those public library jurisdictions whose membership is approved.

Aricle 6. Direct Loans

Section 20200. Scope. Except where otherwise specified, the regulations contained in this Article apply both to Education Code Section 18731 (Universal Borrowing) and Education Code Section 18743 (Equal Access) of the Act.

Section 20203. Residency. For purposes of this Article, each resident of the State shall be deemed to have a single legal residency, which shall entitle him/her to resident library services of the jurisdiction in which he/she resides, and such services shall not be reimbursable under this Article. In determining the place of residency, the following rules as excerpted from Government Code section 244 shall be observed:

(a) It is the place where one remains when not called elsewhere for labor or other special or temporary purpose, and to which he or she returns in seasons of repose.

(b) There can be only one residence.

(c) A residence cannot be lost until another is gained.

(d) The residence of the parent with whom an unmarried minor child maintains his or her place of abode is the residence of such unmarried minor child.

(e) A married person shall have the right to retain his or her legal residence in the State notwithstanding the legal residence or domicile of his or her spouse.

Section 20204. Loans to Eligible Non-Resident Borrowers.

(a) Public libraries participating in one or both of the direct loan programs under this Act shall not charge any fee to eligible non-residents for borrowing privileges extended under the provisions of the Act.

(b) Reserves and interlibrary loan requests from eligible non-residents shall be accepted by the participating public library under the same rules and policies applied to local residents.

(c) All procedures governing registration of borrowers shall apply equally to residents and eligible non-residents.

(d) All materials normally loaned by a participating public library are available for loan to eligible non-residents under the same rule and policies applied to local residents.

(e) All loans and return rules governing circulation apply equally to residents and eligible non-residents. If overdue materials are returned to a library other than the library from which borrowed, fines may be paid to and retained by the library to which the return is made. Payments for lost or damaged materials are payable to the lending library, and are to be forwarded by the library to which payment is made.

(f) Special loan privileges extended by the participating public library to teachers and other groups within its jurisdiction need not be extended beyond the jurisdiction.

Section 20205. Non-Resident Borrower Eligiblity. An Eligible non-resident borrower must be a resident of a California jurisdiction to which a participating public library has extended loan privileges under Education Code Section 18731 (Universal Borrowing) or Section 18743 (Equal Access), and

(a) Hold a valid borrowers card issued by his/her home library, or

(b) Hold or obtain a valid non-resident borrowers card issued by any California public library, or

(c) Hold a valid state borrowers identification card issued by any California public library;

(d) And present any additional identification normally required by a library of its own residents.

(e) Nothing in this section shall prevent the issuing of a non-resident card or charging of fees to a resident of another state, except that loans to such non-residents shall not be counted as reimbursable transactions.

Section 20206. Valid Identification. The lending library must be supplied with the name and current address of the borrower and the name of the library jurisdiction in which the borrower maintains his or her legal residency.

Section 20210. Exchange of Local Funds Prohibited. Libraries participating in direct loan programs authorized by the Act, shall not charge other jurisdictions for borrowing privileges extended to their residents, under the provisions of the Act, except that contracts for loan and other services provided within a defined geographic area by a library jurisdiction to resident of another jurisdiction not served by their library jurisdiction are not prohibited. Persons served under such contracts are to be registered as residents of the jurisdiction providing the contract service.

Section 20211. Maintenance of Local Service Standards. It is the intent of this Article that local service standards be maintained:

(a) Extension of borrowing privileges by libraries to non-residents should not adversely affect the level of service provided by the home library to its own residents.

(b) No library jurisdiction may reduce or fail to maintain or improve the level of service to its residents for the purpose of placing undue reliance on the library services of neighboring library jurisdictions.

Section 20215. Reimbursement for Net Direct Loans. Loan of a library material of any type by a participating public library to an eligible non-resident borrower shall result in reimbursement from the state under Education Code Sections 18731 and 18743 to the extent that the number of such loans exceeds the number of items borrowed by that library jurisdiction's residents from other participating public libraries, during a specific reporting period.

Section 20216. Reporting Requirements. To obtain reimbursement, participating public libraries shall provide reports in the form and manner, and for the period required. Reports must be submitted by established deadlines. Records in support of claims for state funds must be maintained for four years.

Section 20217. Reimbursable Costs. Reimbursable costs, expressed on a unit basis, are those handling costs incurred by the lending library in processing a direct loan to a non-resident. The State Board shall periodically review, at least once a year, and approve such cost data, but the reimbursement rate, as adopted, shall be uniform statewide.

Section 20235. Definition or Reporting Terms. In complying with the reporting requirements of Section 20135 and elsewhere each system shall use the following definitions with respect to the communication and delivery programs:

(a) "Message" means the transmission of a discrete body of information from one library to another by means of a telecommunications system to a single individual or institutional addressee. Many separate items of information may be contained in a single message. The same body of information transmitted to several addressees at physically distinct locations constitutes several, not one, messages. Written information physically conveyed by delivery van, U.S. Mail, or other courier services is not considered a "message" for communications and delivery reporting purposes.

(b) "Item delivered" means the physical removal of a discrete item from one library to another by means of a delivery van, U.S. Mail, courier service, or other delivery system. Reasonable judgement must be exercised in determining particular "items" status (e.g., a carton containing 10,000 brochures is one - not 10,000 items).

(c) "Frequency/schedule of Delivery service" means that specific (daily, twice weekly, weekly, etc.) frequency of delivery service received by member libraries. If not all members receive the same frequency of delivery service the number of member libraries served on each differing schedule must be reported.

(d) "Other" means that when a system employs communications or delivery methods other than those specifically cited on the standard reporting forms, the system must specify the method(s) employed and separately account for the message or delivery volume for each such method.

Article 7. Interlibrary Loans

Section 20251. Scope. The regulations in this article refer to interlibrary loan activity covered under the provisions of Education Code section 18744 (i.e. System interlibrary loan) and 18765 (i.e. Statewide loan).

Section 20252. Intent. It is the intent of this program of the Act to support the sharing of library resources through interlibrary loan. Library materials needed by a library user and not available in the user's library will be made available to the user via interlibrary loan.

Section 20255. Eligibility.

(a) Public libraries. Any public library as defined in Education Code section 18710(1), which has been authorized by its jurisdiction to participate in programs of the Act must participate in the interlibrary loan program of the Act.

(b) Libraries other than public libraries. To be eligible to participate these libraries must be authorized by their own administrative authorities to do so and must file the proper notice with the State Board as outlined in section 20105(c). Further, a library, other than a public library, may be eligible for a reimbursement only for a loan to an eligible public library. Libraries, other than public libraries, which can become eligible for participation in the interlibrary loan reimbursement programs of the Act include only the following:

1. Libraries operated by public schools or school districts. These libraries include only those defined in Education Code Section 18710(m).

2. Libraries operated by public colleges or universities. These include those academic libraries (Education Code Section 18710(a)) which are funded primarily with public funds. Academic libraries potentially eligible for these programs include the libraries of the University of California, of the State University and College System, and of the California Community Colleges.

3. Libraries operated by public agencies for institutionalized persons. Libraries for the institutionalized include hospital, correctional, and residential treatment facility libraries which are funded primarily with public funds (i.e. local, state, or federal tax monies).

4. Libraries operated by nonprofit private educational or research institutions. These libraries include those operated by private colleges and universities which maintain nonprofit status under provisions of the federal Internal Revenue Service or the California Franchise Tax laws. These libraries also include those operated by private companies which are primarily devoted to educational or research purposes and which maintain nonprofit status under provisions of the federal Internal Revenue Service or the California Franchise Tax laws. Such libraries may be required by the State Board to furnish proof of their nonprofit status in addition to any other required notices and forms.

Section 20257. Reimbursable Transactions. An interlibrary transaction can result in reimbursement under Education Code Sections 18744 and 18765 if it consists of the loan of a library material of any type which is collected by a library or if it consists of the provision of a copy in lieu of loan of a library material, from any eligible, participating lending library to any eligible public library as defined in Section 20255 and in Education Code Sections 18744 and 18765.

Section 20260. Reimbursable Costs. Reimbursable costs are only those handling costs which a lending library incurs in filling a successfully completed interlibrary loan transaction. The State Board shall periodically, and at least annually, review and approve the cost data and determine an appropriate funding formula which shall be uniform statewide.

Section 20265. Participation Requirements. Participating libraries, both public and nonpublic, shall conform to the following requirements:

(a) Reporting. To obtain reimbursement a library shall provide by the deadline reporting date, all required reports of its interlibrary loan transactions in an established form and manner determined by the Board for the period required.

(b) Audit. For audit purposes, a record of the interlibrary loan transactions must be maintained for four years.

(c) Fees. A library providing an item for interlibrary loan may not collect a handling fee on a transaction for which that library claims an interlibrary loan reimbursement under provisions of this article. A photocopy fee, exclusive of photocopy handling charge, may be collected.

(d) Direct loan availability. Participating libraries shall make maximum use of available bibliographic access tools to refer users to borrow directly from nearby libraries where requested material is easily available, rather than to process an interlibrary loan.

(e) Responsibility for borrowed materials. The borrowing library shall be responsible for all items it borrows, and if such item is lost or damaged by the library or its users, the borrowing library may be required by the lending library to make restitution for the item.

(f) Adherence to Standards. All participating libraries shall attempt to follow the standards described in the "California Library Services Act Interlibrary Loan Standards," which is hereby incorporated by reference. The

State Board may withhold reimbursements to libraries which continually fail to meet the standards of performance.

California Education Code, Part 11*

Chapter 1.5. Public Library Finance

Article 1. General Provisions

18010. The Legislature finds and declares that it is in the interest of the people and of the state that there be a general diffusion of information and knowledge through the continued operation of free public libraries. Such diffusion is a matter of general concern inasmuch as it is the duty of the state to provide encouragement to the voluntary lifelong learning of the people of the state.

The Legislature further declares that the public library is a supplement to the formal system of free public education, and a source of information and inspiration to persons of all ages, cultural backgrounds, and economic statuses, and a resource for continuing education and reeducation beyond the years of formal education, and as such deserves adequate financial support from government at all levels.

18011. It is the intent of the Legislature under this chapter to initiate and examine a specific program providing equitable and adequate funds to the public libraries of the state which are established under various provisions of law, and which, historically dependent for their support on local property tax revenues, face a fiscal crisis as a result of ad valorem tax limitations imposed by Article XIII A of the California Constitution, which fiscal crisis has not been sufficiently resolved through application of existing statutes.

18012. In adopting this chapter, the Legislature declares that its policy, and its objective in enacting the specific program prescribed in Section 18011, is to do all of the following:

(a) Assure the availability to every resident of the state of an adequate level of public library service regardless of the taxable wealth of the local jurisdiction providing the service.

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* This text includes all provisions in effect October, 1986. Prepared by the California State Library, Sacramento.

(b) Provide permanent, stable, and predictable financing for public libraries of the state through a combination of state and local revenues.

(c) Provide state funds for public library service through application of a simple formula whose variable elements can be readily predicted and ascertained by both state and local officials, and which can be administered by the Controller and the State Librarian as ministerial functions.

(d) Reaffirm the principle of local control of the government and administration of public libraries under broad state policy determinations, and subject to the necessity for financial accounting to the state for the expenditure of state funds and required local matching funds.

18013. The Legislature finds and declares that this chapter effects a state policy that each public library provide a minimum level of service, known as the foundation program, to the extent state funds are made available for that purpose as prescribed by this chapter. The Legislature, therefore, declares that state funds made available to each public library pursuant to this chapter, to the extent those funds are appropriations subject to limitation of a public library, shall be included in the appropriations limit of the state for purposes of Article XIII B of the California Constitution. However, this chapter does not mandate any new program or higher level of service on any local government for which state funds are not made available as prescribed by this chapter.

Article 2. Definitions

18015. As used in this chapter:

(a) "Public library" means a library, or two or more libraries, operated as a single entity by one or more public jurisdictions and which serve the general public without distinction.

(b) "Foundation program" means those elements of library service which are basic to its function as a provider of information, education, and cultural enrichment to all segments of the community, including, but not limited to, collection development and maintenance, lending services, information services, facility maintenance, and administration. The foundation program shall not include major capital improvements, which, for purposes of this chapter, shall be defined as the purchase of real property, the construction or improvement of buildings, and the purchase of equipment and the payment of fees or other costs in connection with the same.

(c) "Fiscal officer" means, for a municipal library, the chief fiscal officer of the municipality; for a county library or a library district under the jurisdiction of the county board of supervisors, the chief fiscal officer of the county; and for an independent library district, the chief librarian of the district. In the case of a public library which provides foundation program service by contract to one or more jurisdictions in addition to the jurisdiction or jurisdictions with which it is affiliated, the chief fiscal officer of the jurisdiction with which it is primarily affiliated shall be deemed the fiscal officer for the public library for the purposes of this chapter.

Article 3. Funding

18020. For the fiscal year 1982-83, the cost of the foundation program is deemed to be twelve dollars ($12) per capita.

For the 1983-84 fiscal year and each fiscal year thereafter, the cost of the foundation program shall be increased by a percentage equal to the average statewide percentage increase in the total revenue limit for all unified school districts computed pursuant to Section 42238 from the prior fiscal year.*

* Cost of Foundation Program for fiscal year 1986-87: $14.59. For fiscal year 1987-88: $15.39.

18021. The State Librarian shall determine and certify, on or before June 1, 1982, and June 1 of each fiscal year thereafter, the population served by each public library of the state based upon census data compiled by the United States Department of Commerce or estimates prepared by the California Department of Finance, whichever is more current. For such purposes, no person shall be deemed to be served by more than one public library.

18022. The total cost of the foundation program for each public library for the purposes of this chapter shall be the product of the per capita cost determined pursuant to Section 18020 multiplied by the population determined pursuant to Section 18021.

18023. On or before August 31, 1982, and October 31 of each fiscal year thereafter, the fiscal officer of each public library shall report to the State Librarian the total revenue appropriated for the foundation program of the public library for that fiscal year and shall specify the amount of local revenue included in such total appropriation. For the purposes of this chapter, homeowner and business inventory exemption reimbursements, timber yield tax funds, and federal revenue sharing funds shall be deemed to be local revenues.

18024. (a) A fund is hereby created in the State Treasury to be known as the Public Library Fund.

(b) The Controller shall transfer in fiscal year 1982-83 and in each fiscal year thereafter, from the General Fund to the Public Library Fund, the amount necessary to meet the state's obligations under this chapter for each fiscal year.

18025. (a) For the 1982-83 fiscal year and each fiscal year thereafter, the State Librarian shall determine the amount to which each public library is entitled for support of the library during the fiscal year. The amount shall be equal to 10 percent of the cost of the foundation program as determined pursuant to Section 18022.

(b) In the event local revenues appropriated for a public library for the 1982-83 fiscal year and each fiscal year thereafter, including tax revenues made available under the provisions of Chapter 282 of the Statutes of 1979, total less than 90 percent of the cost of the foundation program as determined pursuant to Section 18022, the state allocation for that fiscal year shall be reduced proportionately.

(c) In the event local revenues appropriated for a public library for the 1982-83 fiscal year and each fiscal year thereafter, including tax revenues made available under the provisions of Chapter 282 of the Statutes of 1979, total more than 90 percent of the cost of the foundation program as determined pursuant to Section 18022, the state allocation for that fiscal year shall remain at 10 percent of the cost of the foundation program as determined pursuant to Section 18022.

(d) In order for a public library to receive state funds under this chapter in the 1983-84 fiscal year and any fiscal year thereafter, the total amount of local revenues appropriated for the public library for that fiscal year, including tax revenues made available under the provisions of Chapter 282 of the Statutes of 1979 and other revenues deemed to be local revenues according to Section 18023, shall be equal to at least the total amount of local revenues, as defined, appropriated for the public library in the previous fiscal year. State funds provided under this chapter shall supplement, but not supplant, local revenues appropriated for the public library.

(e) In the event that the state allocations computed pursuant to this section exceed the total amount of funds appropriated for such purposes in any fiscal year, the State Librarian shall adjust on a pro rata basis public library allocations prescribed by this section so that the total amount in each fiscal year does not exceed this amount.

18026. Commencing with the 1984-85 fiscal year, the State Librarian shall certify to the Controller on or before November 15, 1984, and on or before each November 15 thereafter, the amounts determined in Section 18025. The Controller shall distribute to the fiscal officer of each public library 100 percent of the amount certified by the State Librarian on or before January 15 of the 1984-85 fiscal year, and on or before each January 15 thereafter.

Article 4. Services

18030. Notwithstanding any other provision of law, books and other library materials acquired or maintained by a public library as a part of the foundation program supported in part by state funds under this chapter shall be made available upon request to other public libraries in the state without charge, subject to any restrictions which may apply to the use of the materials by residents of the area normally served by the library.

REPORT ON IMPORTANT 1986 RALPH M. BROWN ACT CHANGES

The text of the Ralph M. Brown Act (open public meeting law) is not included here because substantive changes are being made in 1986, and it was not possible to include the full text as amended in this publication.

To ensure compliance, trustees are advised to consult initially the legal counsel of their local jurisdiction. The Office of the Attorney General also will supply general information. During 1987, the Public Inquiry Unit, Office of the Attorney General, is expected to have available an updated edition of Open Meeting Laws, a pamphlet which will summarize the amended law. (See Chapter XI--Helpful Organizations.)

CALIFORNIA PUBLIC LIBRARIES: AN OVERVIEW

Prepared for the Art of the Possible Conference,
September 24, 1986, by Cy Silver, California State Library

There is no legal mandate for public libraries in California. All exist under permissive legislation, either state general law or charter city home rule. It is a tribute to the people's sense of what is important that all Californians are residents of a jurisdiction that voluntarily contributes to tax-provided public library service.

There are 169 public libraries in California. That number is a fortunate contrast to libraries in eastern states. There, states like New York or Pennsylvania or even Iowa each have 700 or 800 public libraries. Simple arithmetic dictates that most of those eastern libraries are considerably smaller than California libraries and hence lack the opportunity for economies of scale found here.

Indeed, most California libraries are large enough to offer some flexibility in service. The largest public libraries are found in Los Angeles County - the Los Angeles (City) Public Library and the Los Angeles County Public Library. Each serves more than 2.5 million people. There are 10 other California public libraries which each serve over a half million people.

On the other hand, 20 public libraries serve populations less than 12,500. Again in contrast to other states, most of those are large enough to afford some professional staffing. However, that doesn't extend to the very smallest libraries, of which the smallest two are also in Los Angeles County: the City of Irwindale Public Library, serving 1,000 population, and the City of Vernon Public Library, serving its 80 residents.

In 1985, these 169 California public libraries between them operated 163 main libraries, 587 branch libraries (with substantial hours and staffing), 340 stations (with very limited hours and staffing), and 80 bookmobiles of various types serving 1855 stops.

A. Types of public libraries.

The four organizational types of California public libraries - city, county, city-county, and district - are described below. The first three types, comprising 157 of the 169 library jurisdictions, operate as departments of local general government.

1. City libraries (106). 106 cities administer libraries, which together serve 47% of the state's population. However, 355 (81%) of California's 441 cities do not administer libraries. Their residents are instead served by one of the other types of library, usually the county library.

   Most of the smaller city libraries operate under the general law, with an administrative policy board of appointed trustees. Their library director serves at the pleasure of the city council or city manager. Most of the larger city libraries are usually in charter cities. Generally speaking, they have administrative boards, although some charters provide for advisory boards instead. Many of the charter city administrative boards have authority to appoint the library director.

   City libraries are funded by the budget process from the city's general fund or other available sources; there is no dedicated tax source generally available to city libraries unless a city charter provides for it. Some cities serve adjacent unincorporated areas by contract with the county.

2. Combination city-county libraries (8). 8 larger cities contract with the respective Board of Supervisors to serve the remainder of the county not served by any other library (e.g., Stockton (City)-San Joaquin County Library). Usually the City appoints the Librarian. Although these city-county libraries operate as a single entity, funding is normally contributed by both parties according to the different tax sources each commands. 10% of the state's population is served by these eight combined city-county libraries.

3. County libraries. 43 of California's 58 counties administer public library departments under the authority of the general law. The

Board of Supervisors appoints the County Librarian and sets policy for the library. 26 county libraries serve the entire county, the remaining 17 serve all areas not served by some other library authority, including otherwise-unserved cities as well as the unincorporated areas. These 43 libraries serve 42% of the state population.

Twenty five of the 43 county libraries are funded primarily by a proration of the ad valorem property tax in their service area, because for property tax purposes they are considered to be like special districts. (Sometimes local officials refer to those county libraries as "the library district"; however, that only reflects their property tax status, not their government.) Those county libraries may also be allocated county general funds.

The other 18 of the 43 county libraries are funded primarily by the budget process from the county general fund. They do not have any guaranteed property tax proration or other dedicated funding source. These are all in rural counties, most of them with small populations.

The 43 county libraries are also eligible for allocations from each county's Special District Augmentation Fund.

The remaining 15 counties of the 58 in California are served as follows. Two very small counties are served by contract with an adjacent county. Two other counties are served by contract with the two or three cities that administer libraries in the county. There are in addition two counties served by special districts (in 4. below). Eight counties are served by combined city-county libraries (in 2. above). Finally, San Francisco, uniquely both a City and a County, is included among the 106 city libraries for convenience.

4. Special districts (12). 11 of the single-purpose special district libraries are organized under one of three different general law statutes that authorize special library districts. Each is governed by an elected board of trustees, and serves from one to three cities and some amount of contiguous unincorporated area. Together these 11 serve almost 1% of the state's population, with

the largest serving 81,000 people, the smallest 11,000. They are entirely dependent on a proration of the ad valorem property tax collected in their service area. A twelfth special district library is organized under the Joint Exercise of Powers act, with a board of directors appointed by the signatory jurisdictions and funding by contributory formula from those jurisdictions. Because it serves an entire county, its population is included with the 42% served by county libraries.

B. Funding.

Library funding can be viewed from several aspects. One is rural-urban contrasts. Another is available wealth. A third is size. The fourth is the state role. And finally, there are two areas where legal constraints affect service.

1. Rural-urban.

As with other discretionary programs, rural counties are particularly hard pressed because of their extreme dependence on the property tax. Agricultural land values have not prospered lately, and the depressed rural economy does not generate higher-value residential resales. The agricultural areas do not generate sales tax comparable to that of urbanized areas. Because of the mandated nature of some of the most expensive county services, there is little discretionary funding available for libraries, recreation, etc.

Cities have the relative luxury of a wider range of revenue sources. Sales tax is a particularly helpful source, as cities incorporate or annex shopping centers etc. away from the counties. Cities also do not have the mandated state functions that counties do, and can be more flexible in deciding their services. Charter cities in particular have a wide range of options.

2. Available wealth.

There is an extremely wide range of per capita locally-raised operating expenditures among the 169 libraries. The greatest per capita expenditure is over 14 times the smallest. The highest seven libraries' per capita for FY1984/85 are Beverly Hills ($59.67 per capita), followed by Irwindale ($54.46), Alpine Co. ($43.38), Palo Alto ($40.26), Vernon ($37.50), El Segundo ($34.27), and Pasadena ($30.09). The nine lowest are San Bernardino Co. ($6.70), Lompoc ($6.56), Merced Co. ($6.42), Shasta Co. ($6.06), Santa Paula Lib. District ($5.76), Lake Co. ($5.96), Tulare Co. ($5.83), Yuba Co. ($4.52), and the lowest per capita of all, Imperial Co. ($4.16). The two largest libraries, Los Angeles (City) Public Library and Los Angeles County Public Library, spent $12.31 and $13.29 per capita respectively.

3. Size.

The more populous library jurisdictions are generally better-funded than the smaller. Clearly, larger cities have enough of a diverse funding base, including sales tax, real property tax increases through resales, bed and utility taxes, etc., to be able to budget for adequate library service. Property-tax-based county libraries in the more populous counties do about as well as cities on a per capita basis. The reason may be a combination of the many cities within the library service area and their real property resales, plus the property tax gains from unincorporated suburban development.

4. State role.

There is some state acceptance of responsibility to assist public libraries. The recent Public Library Finance ("PLF") statute authorizes a state contribution toward a 90/10 local/state match for a defined "Foundation Program". The per capita value of the Foundation Program is valued at $14.59 for 1986/87, so a local appropriation of $13.13 would be eligible for a state contribution of $1.46 if the state appropriated the full authorized amount. However, the current state appropriation is at about 2/3 that authorization, so the proration now provides up to 7% of the overall cost of the Foundation Program.

Almost all public libraries meet the maintenance of effort requirement needed to qualify for PLF subventions. However, not all those appropriated enough to qualify for the maximum amount. In 1984/85, when the Foundation Program value was $12.96, 94 (56%) of the state's public libraries appropriated the maximum 90% match of $11.66 - some almost to the penny. Local appropriations beyond 90% of the Foundation Program cost do not attract additional state funds.

Although the Public Library Finance Act is an important source of operating funds for local library service, PLF is ultimately not an equalization program as long as the local funds are 90% of the basic local budget.

Costs of providing service beyond one's own boundaries are addressed by the California Library Services Act ("CLSA"). CLSA reimburses public libraries for the incremental costs of over-the-counter loans to residents of other libraries' service areas and for loans to and from other libraries. CLSA also supports some shared regional services that supplement local service, as well as providing start-up funding for the 46 public libraries that are participating in the California Literacy Campaign.

5. Legal constraints.

There are two other areas where the law restrains library financing. The first is the overall Proposition 13 requirement of a two-thirds vote to enact a "special tax". Although a dozen jurisdictions have sought such voter approval to enhance funding for their local libraries, only two have succeeded. One is the City of Berkeley for its municipal library. The other is a consortium of the cities of Los Altos and Los Altos Hills (served by a branch of the Santa Clara County Library), to fund service levels beyond the county's ability.

The second is that all libraries operating under the general law are prohibited from charging their residents fees for basic services. This includes all counties and special districts, and most cities. Experience throughout the country is that imposition of fees significantly inhibits use of public libraries, especially by children and others of modest means, and does not realize appreciable income - certainly not enough to offset the staff and public relations cost of collecting it.

CALIFORNIA GENERAL LAW CITIES WITH LIBRARY BOARDS--ADMINISTRATIVE

LIBRARY NAME	POPULATION Jan. 1, 1986	NO.ON BOARD	APPOINTED BY WHOM	TERM OF OFFICE	NOTES
Benicia Public	21,200	5	City Council	3 yrs.	Advise City Council
Brawley Public	18,050	5	City Council	3 yrs.	
(Carmel) Harrison	4,940	5			
Colton Public	27,950	5	Mayor	3 yrs.	No limit on consecutive terms
Corona Public	44,900	5			
Coronado Public	19,450	5			
El Centro Public	28,050	5	City Council	3 yrs.	
Escondido Public	79,600	5	City Council	3 yrs.	"Custom" sometimes limits 2 consecutive terms
Fullerton Public	109,300	5	City Council	3 yrs.	2 term limit with some exceptions; 1 term before eligible for reappt.
Glendora Library	41,600	5			
Imperial Public	4,000	4	City Council	3 yrs.	No limit on terms
Larkspur Public	11,400	5			
Lodi Public	43,300	5	City Council	3 yrs.	No limit on terms
Lompoc Public	49,373	5	City Council	3 yrs.	No limit on terms
Los Angeles Public	3,215,500	5	Mayor/Council	5 yrs.	No limit on terms
Los Gatos	28,200	5			
Monterey Public	30,400	5	City Council	4 yrs.	No limit on terms
(Monterey Park) Bruggmeyer Memorial	60,200	5	City Council	4 yrs.	No limit on terms
National City	55,400	4			
Oceanside Public	96,600	5	City Council	3 yrs.	
Orland Free	11,345	4	City Council	3 yrs.	Advise City Council
Oxnard Public	123,100	4	City Council	3 yrs.	No limit on terms
Paso Robles Public	13,800	5			
(Redlands) A.K. Smiley Public	51,600	5	City Council	3 yrs.	2 term limit; 1 intervening yr. required before reappt.
San Marino Public	13,750	5			
Sausalito Public	7,550	5	City Council	3 yrs.	No limit on terms
Sierra Madre Public	10,950	5			

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CALIFORNIA GENERAL LAW CITIES WITH LIBRARY BOARDS--ADMINISTRATIVE (Continued)

LIBRARY NAME	POPULATION Jan. 1, 1986	NO.ON BOARD	APPOINTED BY WHOM	TERM OF OFFICE	NOTES
South Pasadena Public	23,950	5	Mayor	3 yrs.	2 term limit; 3 for member officially serving in a recognized lib. organization
Vernon Public	85	5			
Willows Public	11,875	5	City Council	3 yrs.	Advise City Council
Woodland Public	34,100	5	City Council	3 yrs.	2 term limit

CALIFORNIA GENERAL LAW CITIES WITH LIBRARY BOARDS--ADVISORY

LIBRARY NAME	POPULATION Jan. 1, 1986	NO.ON BOARD	APPOINTED BY WHOM	TERM OF OFFICE	IF ADVISORY, WHOM BOARD ADVISES	NOTES
Azusa City	35,900	5	Mayor	Indef.	City Council	
Burlingame Public	34,520	5	City Council	3 yrs.	City Council	Limited to 2 consec. terms; 1 yr. intervening required
Carlsbad City	48,850	5	City Council	3 yrs.	City Council	No term limit
Commerce Public	12,200	5	City Council	4 yrs.	City Council; Lib. Director	
Covina Public	40,600	5	Mayor/ City Council	4 yrs.	Library	No term limit
Daly City Public	82,400	5	Mayor/ City Council	3 yrs.	City Council	No term limit
Hemet Public	29,300	5				
King City Public	6,975	5				
Lincoln Public	5,200	5				
Livermore Public	54,000	5	City Council	3 yrs.		No term limit
Menlo Park Public	28,200	7	City Council	4 yrs.	City Council/ Head Librn.	2 term limit; 1 yr. intervening
Mill Valley Public	13,000	5	City Council	3 yrs.	Public Lib.	2 term limit
Monrovia Public	32,650	5				
Ontario City	110,700	5	City Council/ Mayor	3 yrs.		Renewable term; No limit on consec. term; except Pres.
Orange Public	101,600	5	City Council	3 yrs.	Library	No limit on term
Palmdale City	34,400	5				
Palm Springs Public	30,850	5	City Council	3 yrs.		2 consec. term limit; 3 interven. yrs. req.
Porterville Public	24,500	5				
San Anselmo Public	12,100	5				
Santa Maria Public	93,696	5	City Council	2 yrs.	City Council	No limit on no. of consec. terms

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CALIFORNIA GENERAL LAW CITIES WITH LIBRARY BOARDS--ADVISORY (Continued)

LIBRARY NAME	POPULATION Jan. 1, 1986	NO.ON BOARD	APPOINTED BY WHOM	TERM OF OFFICE	IF ADVISORY, WHOM BOARD ADVISES	NOTES
South San Francisco Public	52,200	5	Mayor with Council OK	3 yrs.	City Council	2 term limit; 1 yr. interval
St. Helena Public	5,175	4	City Council	3 yrs.	City Council	No limits
Upland Public	56,500	6				
Yorba Linda Public	39,150	5	City Council	4 yrs.		

CALIFORNIA CHARTER CITIES WITH LIBRARY BOARDS--AMINISTRATIVE

LIBRARY NAME	POPULATION Jan. 1, 1986	NO.ON BOARD	APPOINTED BY WHOM	TERM OF OFFICE	NOTES
Alameda Free	75,200	5	Mayor/ City Council	4 yrs.	2 term limit; May be reapptd. only after 1 yr. interval
Alhambra Public	71,300	5	City Council	4 yrs.	2 term limit; 4 yr. interval before reappt.; 1 board member per council member
Arcadia Public	48,100	5	City Council	4 yrs.	2 consec. terms max.; May be reappt. after 2 yr. interval
Berkeley Public	107,200	5	City Council	4 yrs.	No limit on consec. terms
Newport Beach	67,100	5	City Council	4 yrs.	2 term limit
Pomona Public	112,800	5			
Redwood City Public	58,500	5	City Council	3 yrs.	No limit
San Bernardino Public	137,400	5	Mayor	4 yrs.	No limit
Santa Cruz Public	189,300	7	City Council	4 yrs.	2 term limit; 4 yr. interval before reappointment
Santa Monica Public	94,100	5	City Council	4 yrs.	2 term limit
Thousand Oaks	97,200	5	Elected	4 yrs.	City Council also serves as lib. board; Election every 2 yrs.

CALIFORNIA CHARTER CITIES WITH LIBRARY BOARDS--ADVISORY

LIBRARY NAME	POPULATION Jan. 1, 1986	NO.ON BOARD	APPOINTED BY WHOM	TERM OF OFFICE	IF ADVISORY, WHOM BOARD ADVISES	NOTES
Anaheim Public	237,500	5	City Council	4 yrs.	City Council	No limit for consec. terms, or required intervening years
Burbank Public	88,800	5	City Council	2 yrs.	City Council	No limit
Chula Vista Public	91,141	5	City Council	4 yrs.	City Council	2 consec. term limit; Requires 2 yr. interval before reappointment
Downey City	85,000	5	City Council	3 or 4 yrs.	City Council	No limit
Hayward Public	100,600	7				
Huntington Beach	184,300	7	City Council	4 yrs.	City Council	No limit
Inglewood Public	100,500	4	Mayor/ City Council	4 yrs.	City Council	No limit
Mountain View Public	62,200	5				
Oakland Public	369,300	7	Mayor	4 yrs.	Library	2 term limit
Pacific Grove Public	16,250	5	City Council	4 yrs.	City Council	Limit of 2 consec. terms; 2 intervening yrs. req.
Pasadena Public	128,500	7	City Bd. of Directors	3 yrs.	City Board Directors	Limit of 2 consec. terms; 3 yrs. before eligible/ reappointment
Redondo Beach Public	63,200	5				
Richmond Public	78,600	5	City Council	5 yrs.	City Council	2 term limit
Roseville Public	29,900	5	City Council	4 yrs.	City Council	2 consec. term limit; 2 yr. interval before reappointment
Salinas Public	94,700	5		4 yrs.	City Council	2 term limit. Titles are Commissioners/ not Trustees

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CALIFORNIA CHARTER CITIES WITH LIBRARY BOARDS--ADVISORY

LIBRARY NAME	POPULATION Jan. 1, 1986	NO.ON BOARD	APPOINTED BY WHOM	TERM OF OFFICE	IF ADVISORY, WHOM BOARD ADVISES	NOTES
San Diego Public	1,002,900	7				
San Jose Public	713,400	9	City Council	4 yrs.	City Council	2 term limit w/ exceptions
San Leandro Community	66,000	8	City Council	4 yrs.	City Council	No limit
San Mateo Public	87,080	5	City Council	4 yrs.	City Council	2 term limit
San Rafael Public	45,200	5	City Council	4 yrs.	City Council	No limit
Santa Ana Public	225,800	7	Mayor/ City Council	4 yrs.	City Council/ City Manager	2 term limit; must be 18 yrs. of age
Santa Barbara Public	194,733	4	City Council	4 yrs.	City Council	3 term limit
Santa Clara Public	89,800	5	City Council	4 yrs.	City Council	2 term limit; May be reapptd. only after 2 yr. interval
Sunnyvale Public	114,300	5	City Council	4 yrs.	City Council	No consec. terms; May be reapptd. only after 2 yr. interval
Torrance Public	137,200	7	City Council	4 yrs.	Public Library	2 term limit
Tulare Public	26,750	5	City Council	4 yrs.	Library/City Council/Mgr.	No limit
Watsonville Public	27,700	5	City Council	4 yrs.	City Library	2 term limit; May be reapptd. only after 4 yr. interval
Whittier Public	71,900	5	City Council	4 yrs.	City Council VIA Librarian	2 term limit

CALIFORNIA COUNTIES WITH LIBRARY BOARDS--ADVISORY OR ADMINISTRATIVE OR BOTH

LIBRARY NAME	POPULATION Jan. 1, 1986	NO.ON BOARD	APPOINTED BY WHOM	TERM OF OFFICE	IF ADVISORY, WHOM BOARD ADVISES	NOTES
ADMINISTRATIVE BOARD ONLY (None)						
ADVISORY BOARD/ BOARDS ONLY						
Alameda County (2 boards)	435,800	15 (total)				2 consecutive term limit
1. County Library Commission		7	Board of Supervisors	2 yrs.	Board of Supervisors and County Librarian	Represent unincorporated areas (incl. 1 or 2 members-at-large)
		6 w/6 altern.	City Councils	Until reappt.		Represent their cities; some are City Council members themselves
		2	2/by Lib. Commission	2 yrs.	" "	Members-at-large
2. Fremont Library		9	1 by Friends of Library			
			1 by Alameda Lib. Commission			
			7 by Mayor			Mayor needs Council consent
Alpine County	1,180	5	Board of Supervisors	4 yrs.	Co. Librn. & Bd/Supv's.	No term limit. Commissioners each rep. sup. district

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CALIFORNIA COUNTIES WITH LIBRARY BOARDS--ADVISORY OR ADMINISTRATIVE OR BOTH (Continued)

LIBRARY NAME	POPULATION Jan. 1, 1986	NO. ON BOARD	APPOINTED BY WHOM	TERM OF OFFICE	IF ADVISORY, WHOM BOARD ADVISES	NOTES
Auburn-Placer County	105,200	7	Bd/Sup(5) C.Council(2)	4 yrs.	Board of Supervisors	2 consec. term limit
Calaveras County	27,250	7	Board of Supervisors	4 yrs.	Board of Supervisors	No limit on no. of consec. terms
El Dorado County	106,100	4				
Fresno County Free	567,220	5	Friends of Library Bd.		County Librarian	Friends act as advisory group
Imperial County Free	39,080	5	Board of Supervisors			Ea. board member rep. a supervisor's district
Inyo County Free	18,350	3				
Kings County	85,300	5				
Lake County	48,700	5			Board of Supervisors	
Los Angeles County Public	2,832,800	90 (total)	City Councils & Boards of Supervisors	Pleasure Councils and 6 Boards of Supvs.	County Librarian	City Council appoints 1 for each community lib. in its boundary, some are Mayor/ Council members; County Board of Supervisors appoints 1 for each community in unincorporated areas
1. North County Regional		11				
2. Southwest County Regional		16				

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CALIFORNIA COUNTIES WITH LIBRARY BOARDS--ADVISORY OR ADMINISTRATIVE OR BOTH (Continued)

LIBRARY NAME	POPULATION Jan. 1, 1986	NO.ON BOARD	APPOINTED BY WHOM	TERM OF OFFICE	IF ADVISORY, WHOM BOARD ADVISES	NOTES
Los Angeles County Public (continued)						
3. West County Regional		12 with 2 alternates				Includes 1 City Council member
4. Southeast County Regional		11 with 3 alternates				Includes 1 City Mayor & 1 City Council member
5. Central County Regional		9 with 1 alternate				
6. East County Regional		13				
Marin County Free	137,800	16 (total)	Board of Supervisors	3 yrs.	Board of Supervisors	2 term limit
District 1		4				
District 2		3				
District 3		3				
District 4		3				
District 5		3				
Mendocino County	74,300	9	Board of Supervisors	1 yr.	Board of Supervisors	No limit on consecutive terms
Merced County	162,100	8	Board of Supervisors	4 yrs.	Board of Supervisors	No limit on consecutive terms
Mono County Free	9,325	17	Co. Board of Educ.	2 yrs.	Co. Board of Education	No limit on consecutive terms

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CALIFORNIA COUNTIES WITH LIBRARY BOARDS--ADVISORY OR ADMINISTRATIVE OR BOTH (Continued)

LIBRARY NAME	POPULATION Jan. 1, 1986	NO.ON BOARD	APPOINTED BY WHOM	TERM OF OFFICE	IF ADVISORY, WHOM BOARD ADVISES	NOTES
Santa Clara County	338,245		Board of Supervisors	4 yrs.	Board of Supervisors	2 term limit; 6 mo. intervening by precedent only
1. County Commission		9				
Local Commissions:						
1. Campbell		7				
2. Cupertino		5				
3. Gilroy		8				
4. Los Altos		5				
5. Milpitas		6				
6. Morgan Hill		5				
7. Saratoga		7				
Siskiyou County Public	42,800	7	Bd/Sup.& Lib.& Yreka Council	4 yrs.	Co. Librn.,Bd. Sup. & Yreka Council	No limit on consecutive terms
Solano County	244,150		Bd./Sup.(5)	4 yrs.	Board of Sup.	
1. Advisory Council		10	City Govts. (5)			
2. Vallejo Library		5	City Council	Indef.	City Council	
3. Vacaville Library		5	School Dist. Lib.Dist.Bd.	3 yrs.	Lib.Dist.Bd.	3 term limit

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CALIFORNIA COUNTIES WITH LIBRARY BOARDS--ADVISORY OR ADMINISTRATIVE OR BOTH (Continued)

LIBRARY NAME	POPULATION Jan. 1, 1986	NO.ON BOARD	APPOINTED BY WHOM	TERM OF OFFICE	IF ADVISORY, WHOM BOARD ADVISES	NOTES
Sonoma County	339,400					Operates under a Joint Powers Agreement
ADMINISTRATIVE BOARD Library Commission		7	Bd/Sup appoints 5; Petaluma and Santa Rosa City Councils each appoint 1	4 yrs.		
REGIONAL BRANCH LIBRARY ADVISORY BOARDS			Library Commission		Library Commission and respective City Councils	Additionally, a City Council member, appointed by each respective city, serves as liaison on each Advisory Board
1. Cloverdale		8		4 yrs.		
2. Guerneville Regional		9		4 yrs.		
3. Healdsburg		10		4 yrs.		
4. Petaluma		6		4 yrs.		
5. Rohnert Park-Cotati		6		4 yrs.		
6. Santa Rosa		9		4 yrs.		
7. Sebastopol		9		4 yrs.		
8. Sonoma Valley		7		4 yrs.		

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CALIFORNIA COUNTIES WITH LIBRARY BOARDS--ADVISORY OR ADMINISTRATIVE OR BOTH (Continued)

LIBRARY NAME	POPULATION Jan. 1, 1986	NO.ON BOARD	APPOINTED BY WHOM	TERM OF OFFICE	IF ADVISORY, WHOM BOARD ADVISES	NOTES
Tulare County Free	231,750	14 (total)	All by Board of Suprvs.	4 yrs.	Board of Sup.	No term limit stipulated
District 1. Gould		2 w/1 alternate	Bd. of Sup.			
District 2. Conway		"				
District 3. Mangine		"				
District 4. Swiney		2				
District 5. Webb		2 w/1 alternate				
Ventura County	362,550	4	Ventura City Council	5 yrs.	Co. Libn. on service to city	
Yolo County	90,300	7				
Yuba County	54,500	7				

CALIFORNIA COMBINED CITY-COUNTY LIBRARIES WITH LIBRARY BOARDS ADMINISTRATIVE, ADVISORY, OR BOTH

LIBRARY NAME	POPULATION Jan. 1, 1986	NO.ON BOARD	APPOINTED BY WHOM	TERM OF OFFICE	IF ADVISORY, WHOM BOARD ADVISES	NOTES
ADMINISTRATIVE BOARD ONLY						
Napa City-County (General law city & county)	99,425	5	(See Notes)	3 yrs.		2 term limit; Bd. Supervisors appoints 3; Napa City/Co. appoints 2; Calistoga Council appoints 1
San Francisco Public (Charter city & co.)	741,600	5	Mayor	4 yrs.	Mayor & Bd. of Superv.	no limit
ADVISORY BOARD ONLY (None)						
BOTH ADMINISTRATIVE AND ADVISORY BOARDS						
Riverside City-County (Charter city)	687,750					
1. (Administrative)						
Board of Library Trustees		7		2 yrs.		Represents Riverside (city)
2. Library Advisory Commission		14 (total)				
District 1		1				
District 2		1				
District 3		1				
District 4		1				
District 5		1				
City Members		9				Represent cities other than Riverside in the county

CALIFORNIA SPECIAL LIBRARY DISTRICTS AND UNIFIED SCHOOL OR UNION HIGH SCHOOL-SPECIAL LIBRARY DISTRICTS WITH LIBRARY BOARDS--ADMINISTRATIVE; ADVISORY; OR BOTH

LIBRARY NAME	POPULATION Jan. 1, 1986	NO.ON BOARD	ELECTED;OR APPOINTED BY WHOM	TERM OF OFFICE	IF ADVISORY, WHOM BOARD ADVISES	NOTES
SPECIAL LIBRARY DISTRICTS						
ADMINISTRATIVE BOARD ONLY						
Del Norte County (Del Norte County)	19,000	3	Elected	4 yrs.		No term limit
Palo Verde Valley Dist. (Riverside County)	14,700	3	Elected	4 yrs.		No term limit
Altadena (Los Angeles County)	42,935	5	Elected	4 yrs.		No term limit
Beaumont (Riverside County)	11,900	5	Elected	4 yrs.		No term limit
Buena Park (Orange County)	65,700	5	Elected	4 yrs.		No term limit
Palos Verdes (Los Angeles County)	81,150	5	Elected	4 yrs.		No term limit
Placentia (Orange County)	39,500	5	Elected	4 yrs.		No term limit
UNIFIED SCHOOL-SPEC. DISTRICT LIBRARY DISTRICTS						
Banning--ADMINISTRATIVE (Riverside County)	17,000	5	Elected	4 yrs.		School Board also Library Board

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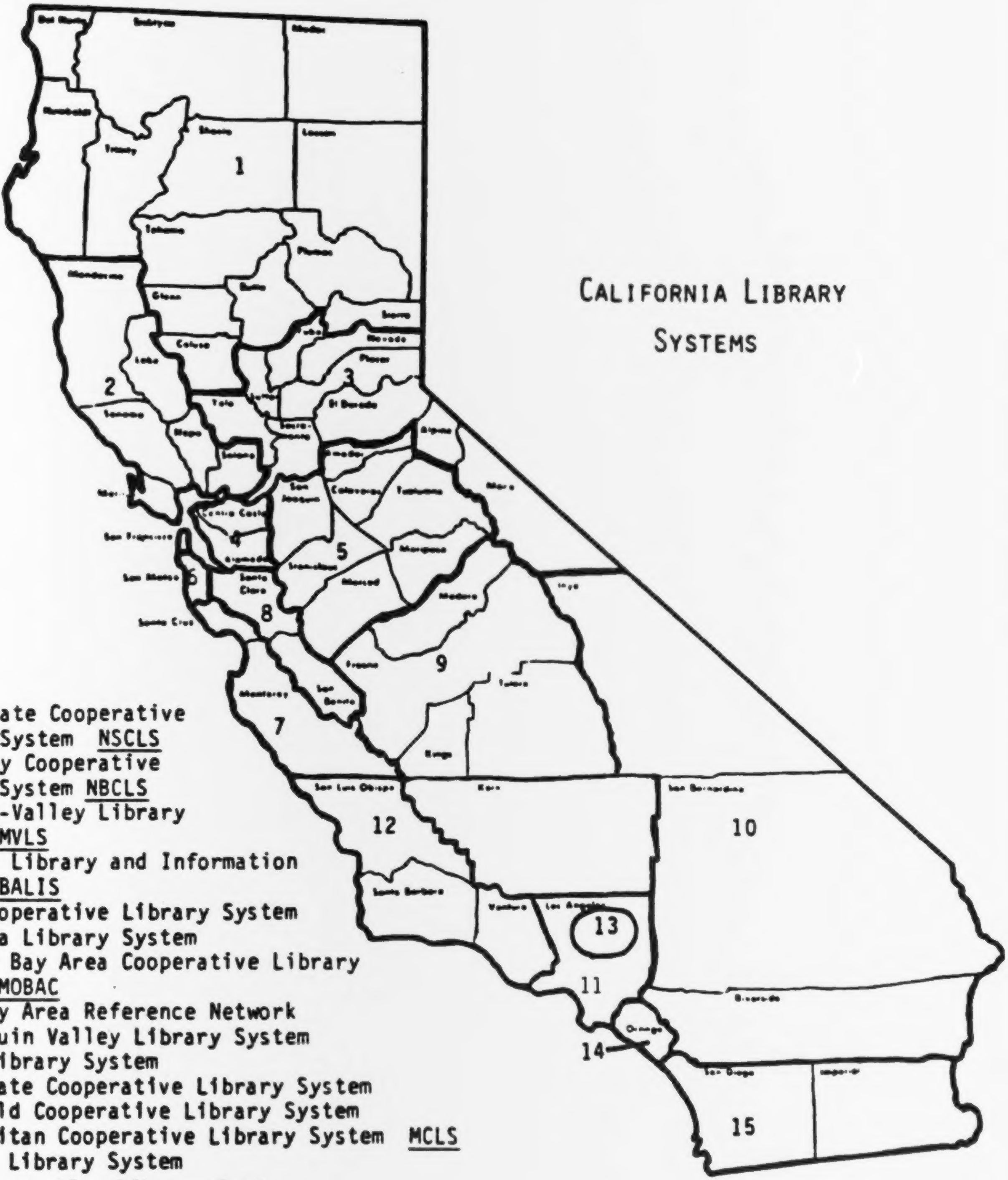
CALIFORNIA SPECIAL LIBRARY DISTRICTS AND UNIFIED SCHOOL OR UNION HIGH SCHOOL-SPECIAL LIBRARY DISTRICTS WITH LIBRARY BOARDS--ADMINISTRATIVE; ADVISORY; OR BOTH

LIBRARY NAME	POPULATION Jan. 1, 1986	NO.ON BOARD	ELECTED;OR APPOINTED BY WHOM	TERM OF OFFICE	IF ADVISORY, WHOM BOARD ADVISES	NOTES
Coalinga--Huron ADMIN. (Fresno County)	12,980	5	Elected	4 yrs.		School Board also Library Board
Dixon (2 boards) (Solano County)	14,150			5 yrs.		
1. Admin. Board		5	Elected			School Board also Library Board
2. (Advisory) Lib.Comm.		5	A/Admin.Bd.		Advises Adm. Bd.	School Board also Library Board No term limit
UNION HIGH SCHOOL-SPECIAL LIB. DISTRICTS						
(Santa Paula) Blanchard (2 boards)(Ventura Co.)	23,250					
1. Administrative Board		5	Elected	2 yrs.		School Board also Library Board
2. (Advisory) Lib. Commission		5	A/Adm. Board	2 yrs.	Advises Admin. Bd.	No term limit

Sources:
CALTAC Tool Kit Committee Survey 1985
California Library Trustees Directory 1985
California Library Statistics 1986

CALIFORNIA LIBRARY SYSTEMS



1. North State Cooperative Library System NSCLS
2. North Bay Cooperative Library System NBCLS
3. Mountain-Valley Library System MVLS
4. Bay Area Library and Information System BALIS
5. 49-99 Cooperative Library System
6. Peninsula Library System
7. Monterey Bay Area Cooperative Library System MOBAC
8. South Bay Area Reference Network
9. San Joaquin Valley Library System
10. Inland Library System
11. South State Cooperative Library System
12. Black Gold Cooperative Library System
13. Metropolitan Cooperative Library System MCLS
14. Santiago Library System
15. Serra Cooperative Library System

CALIFORNIA'S 15 COOPERATIVE LIBRARY SYSTEM MEMBERS AND SYSTEM ADVISORY BOARDS

SYSTEM ADVISORY BOARD SUMMARY:	15 cooperative library systems 15 system advisory boards
BOARD APPOINTED BY:	Governing body each member jurisdiction appoints 1 member from among residents; may appoint alternates
ELIGIBILITY REQUIREMENTS:	Representative of public-at-large and of underserved residents
TERM OF OFFICE:	2 years; terms staggered; no member may serve more than 2 consecutive terms

1. NORTH STATE COOPERATIVE LIBRARY SYSTEM--(NSCLS)

SYSTEM ADVISORY BOARD--13 members

(1) Butte
(2) Colusa
(3) Del Norte
(4) Humboldt
(5) Lassen
(6) Modoc
(7) Orland
(8) Plumas
(9) Shasta
(10) Siskiyou
(11) Tehema
(12) Trinity
(13) Willows

2. NORTH BAY COOPERATIVE LIBRARY SYSTEM--(NBCLS)

SYSTEM ADVISORY BOARD--9 members; 1 alternate

(1) Marin County
(2) Mendocino
(3) Mill Valley
(4) Napa
(5) St. Helena
(6) San Anselmo
(7) Sausalito
(8) Solano
(9) Sonoma

3. MOUNTAIN-VALLEY LIBRARY SYSTEM--(MVLS)

SYSTEM ADVISORY BOARD--14 members; 1 alternate

(1) Alpine
(2) Auburn-Placer County
(3) Dixon
(4) El Dorado
(5) Lincoln
(6) Mono
(7) Nevada
(8) Roseville
(9) Sacramento County
(10) Sacramento City
(11) Sutter
(12) Woodland
(13) Yolo
(14) Yuba

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CALIFORNIA'S 15 COOPERATIVE LIBRARY SYSTEM MEMBERS (Continued)

4. BAY AREA LIBRARY AND INFORMATION SYSTEM--(BALIS)

SYSTEM ADVISORY BOARD--9 members; 5 alternates

(1) Alameda City
(2) Alameda County
(3) Berkeley
(4) Contra Costa
(5) Hayward
(6) Livermore
(7) Oakland
(8) Richmond
(9) San Francisco

5. 49-99 COOPERATIVE LIBRARY SYSTEMS--(49-99)

SYSTEM ADVISORY BOARD--7 members

(1) Amador
(2) Calaveras
(3) Lodi
(4) Merced
(5) Stanislaus
(6) Stockton-San Joaquin
(7) Tuolomne County

6. PENINSULA LIBRARY SYSTEM--(PENINSULA)

SYSTEM ADVISORY BOARD--8 members

(1) Burlingame
(2) Daly City
(3) Menlo Park
(4) Redwood City
(5) San Bruno
(6) San Mateo City
(7) San Mateo County
(8) South San Francisco

7. MONTEREY BAY AREA COOPERATIVE LIBRARY SYSTEM--(MOBAC)

SYSTEM ADVISORY BOARD--7 members

(1) Carmel
(2) Monterey County
(3) Monterey City
(4) Pacific Grove
(5) Salinas
(6) Santa Cruz
(7) Watsonville

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CALIFORNIA'S 15 COOPERATIVE LIBRARY SYSTEM MEMBERS (Continued)

8. SOUTH BAY AREA REFERENCE NETWORK--(SO. BAY)

SYSTEM ADVISORY BOARD--9 members

(1) Los Gatos
(2) Mountain View
(3) Palo Alto
(4) San Benito
(5) San Jose
(6) San Juan Bautista
(7) Santa Clara County
(8) Santa Clara City
(9) Sunnyvale

9. SAN JOAQUIN VALLEY LIBRARY SYSTEM--(SJVLS)

SYSTEM ADVISORY BOARD--8 members

(1) Coalinga
(2) Fresno County
(3) Kings County
(4) Madera County
(5) Porterville
(6) Tulare County
(7) Tulare City
(8) Kern

10. INLAND LIBRARY SYSTEM--(INLAND)

SYSTEM ADVISORY BOARD--13 members; 1 alternate

(1) Banning
(2) Beaumont
(3) Colton
(4) Corona
(5) Hemet
(6) Inyo
(7) Ontario
(8) Palm Springs
(9) Palo Verde Valley
(10) Riverside
(11) San Bernardino County
(12) San Bernardino City
(13) Upland

11. SOUTH STATE COOPERATIVE LIBRARY SYSTEM--(SO. STATE)

SYSTEM ADVISORY BOARD--2 members; 1 alternate

(1) Los Angeles County
(2) Palmdale

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CALIFORNIA'S 15 COOPERATIVE LIBRARY SYSTEM MEMBERS (Continued)

12. BLACK GOLD COOPERATIVE LIBRARY SYSTEM--(BLACK GOLD)

SYSTEM ADVISORY BOARD--7 members; 1 alternate

(1) Lompoc
(2) Paso Robles
(3) San Luis Obispo
(4) Santa Barbara
(5) Santa Maria
(6) Santa Paula
(7) Ventura

13. METROPOLITAN COOPERATIVE LIBRARY SYSTEM--(MCLS)

SYSTEM ADVISORY BOARD--28 members; 18 alternates

(1) Alhambra
(2) Altadena
(3) Arcadia
(4) Azusa
(5) Beverly Hills
(6) Burbank
(7) Cerritos
(8) Commerce
(9) Covina
(10) Downey
(11) El Segundo
(12) Glendale
(13) Glendora
(14) Long Beach
(15) Los Angeles
(16) Monrovia
(17) Monterey Park
(18) Palos Verdes
(19) Pasadena
(20) Pomona
(21) Redondo Beach
(22) San Marino
(23) Santa Fe Springs
(24) Santa Monica
(25) Sierra Madre
(26) South Pasadena
(27) Torrance
(28) Whittier

14. SANTIAGO LIBRARY SYSTEM--(SANTIAGO)

SYSTEM ADVISORY BOARD--10 members; 6 alternates

(1) Anaheim
(2) Buena Park
(3) Fullerton
(4) Huntington Beach
(5) Newport Beach
(6) Orange County
(7) Orange City
(8) Placentia
(9) Santa Ana
(10) Yorba Linda

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CALIFORNIA'S 15 COOPERATIVE LIBRARY SYSTEM MEMBERS (Continued)

15. SERRA COOPERATIVE LIBRARY SYSTEM--(SERRA)

SYSTEM ADVISORY BOARD--13 members

(1) Brawley
(2) Calexico
(3) Carlsbad
(4) Chula Vista
(5) Coronado
(6) El Centro
(7) Escondido
(8) Imperial County
(9) Imperial City
(10) National City
(11) Oceanside
(12) San Diego County
(13) San Diego City

Source: California Library Trustees Directory 1985

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Held, Ray E. Public Libraries in California, 1849-1878. Berkeley, University of California Press, 1963.

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Don't let the title make you underestimate the usefulness of this to boards of medium size, as well as small libraries. One of the best and most pithy of books on library management--every word moves you forward. Trustees will find the section on "Library governance" (role of the library board, board members as public officials), and the section on "Policies," extremely helpful.

Wheeler, Joseph and Goldhor, Herbert. Practical Administration of Public Libraries. New York, Harper and Row, 1962.

This material on management principles for libraries may have been written some years ago, but the precepts are compelling and valid today. This applies also to its discussion of library boards. Read Chapter 4, "The Library Board," for an excellent summary of board duties, responsibilities, board member qualifications, evaluation functions, and relationship to the librarian.

Young, Virginia G. The Library Trustee. A Practical Guidebook. 3rd edition. New York, Bowker, 1978.

This new edition of a trustee's traditional reference features additional chapters by well known practictioners in the field, librarians, and trustees. The chapter on "Trustees and Friends of the Library," is by Sarah L. Wallace, and California trustee and Friend, Louise Duich Wheeler. Appendix is used for guidelines, checklists, sample bylaws, section on forming a Friends group (from California Friends Extension Kit), brief history of libraries, and handy inclusion of the Library Bill of Rights and Freedom to Read Statement.

A brief version of the above is contained in "*The Trustee of a Small Public Library*," by Virginia Young. *Small Library Publications*--No 1, revised edition. Chicago, LAD, American Library Association, 1978. paper.

CURRENT ISSUES OF LIBRARY JOURNALS AND OTHER PUBLICATIONS

ALTA Newsletter. American Library Trustee Association, American Library Association, 50 East Huron Street, Chicago, Illinois, 60611. Received as part of ALTA membership.

American Libraries. American Library Association, 50 East Huron Street, Chicago, Illinois, 60611. *Monthly*. Received as part of American Library Association membership.

California State Library Newsletter. Library Development Services Bureau, California State Library, 1001-6th Street, Suite 300, Sacramento, California 95814. *Monthly*.

CALTAC-WILL Workshop Proceedings. California Association of Library Trustees and Commissioners. (Contact current officers listed in annual *California Library Trustees Directory*.) Compilation 1983-1984 through 1985-1986, as well as each annual workshop series available upon request.

CALTACTICS. California Association of Library Trustees and Commissioners. *Quarterly*. Received as part of CALTAC membership.

Information on current library events of interest in California library trustees and commissioners.

Library Journal. R. R. Bowker Company, 1180 Avenue of the Americas, New York, New York, 10036. *Semimonthly*, except monthly in July and August. Includes also *School Library Journal*.

Library Trends. University of Illinois, Graduate School of Library Science. University of Illinois Press, Urbana, Illinois, 61801. *Quarterly*.

Each issue specializes on one subject: governance of libraries, library cooperation, employee organizations and collective bargaining, federal aid, are examples.

Newsletter, California Library Association. California Library Association, 717 K Street, Suite 300, Sacramento, California, 95814. *Monthly*, with combined issue for July and August. Sent to all CLA members.

Includes announcements of interest to librarians and library boards, calendar of events, and special articles.

Public Library Trustee. American Library Association, 50 East Huron Street, Chicago, Illinois, 60611. *Irregular* publication. Received as part of ALTA membership.

Washington Newsletter. American Library Association, Washington Office. 110 Maryland Avenue, N.C., Washington, D.C., 20002.

For information on current legislation of interest to libraries.

Wilson Library Bulletin. H. W. Wilson Company, 950 University Avenue, Bronx, New York, 10452. *Monthly*, except July and August.

Emphasis on school library activities, but update articles of interest to public libraries also.

Other:

California Library Laws 1981. California State Library, P.O. Box 942837, Sacramento, California, 94237-0001.

California Library Trustees Directory. California State Library, P.O. Box 942837, Sacramento, California, 94237-0001. *Annual*.

Issued each December, and sent to every public library and library board chair. Also distributed to trustees at CLA annual December meeting. Additional copies available from the California State Library or CALTAC.